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ABSTRACT

This report responds to a request by the Chancellor of the California Community Colleges to analyze the need for and location of a new educational center in the Palmdale area of the Antelope Valley Community College District north of Los Angeles. The failure of Proposition 1C has cast the timing of this and many other college and university capital outlay projects into some doubt until a new funding mechanism can be found. Nonetheless, for reasons discussed in part two of this report, the California Postsecondary Education Commission believes it should take action on the proposal now and that the district should submit its budget change proposal and detailed budgetary plans by February. Also, the Commission comments on the uncertainties facing community college capital financing--and higher education generally--in the next few years and explains why planning should continue in spite of the financing difficulties facing the State. In the third part of the report, the Commission analyzes the district's proposal for the new center within the context of the Commission's Guidelines for the Review of Proposed University Campuses, Community Colleges, and Educational Centers. The Commission's conclusions and recommendations regarding the proposed center are found in part one. Contains 24 references and 5 appendices. (VWC)

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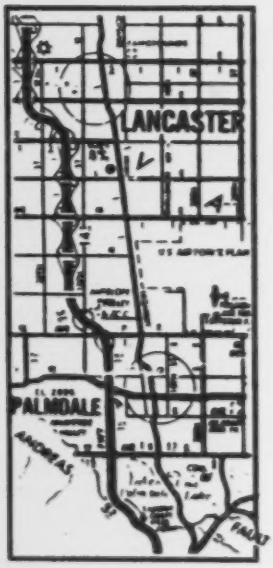

PROPOSED CONSTRUCTION OF THE PALMDALE CENTER OF THE ANTELOPE VALLEY COMMUNITY COLLEGE DISTRICT

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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

OCTOBER 1994

COMMISSION REPORT 94-18

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Summary

The Antelope Valley Community College District north of Los Angeles proposes to build a new educational center in the Palmdale area of the Antelope Valley on a 100-acre site donated by a local businesman as part of a larger commercial and residential project. Because of the rapid growth of the region, the center is likely to grow into a comprehensive community college campus comparable to the district's only current institution — Antelope Valley College in Lancaster.

In this report, the Commission indicates that the proposal for the center meets all of itss criteria for the creation of educational centers, and therefore it recommends to the Governor, the Legislature, and the Board of Governors:

1. **That the Palmdale Center be approved as an educational center of the Antelope Valley Community College District.**

2. **That the Antelope Valley Community College District become eligible for capital outlay funding for the construction of the Palmdale Center as of the 1996-97 fiscal year.**

3. **That the Antelope Valley Community College District provide the Commission with a copy of the Environmental Impact Report for the center upon its completion.**

4. **That should the Antelope Valley Community College District propose to convert the Palmdale Center to a full service community college, it should submit a request for that conversion to the Commission** (pp. 3-4).

The Commission adopted this report at its meeting on October 24, 1994, on recommendation of its Educational Policy and Programs Committee. Further information about the report may be obtained from William L. Storey, Chief Policy Analyst, Academic Programs and Policy, California Postsecondary Education Commission, at 1303 J Street, Suite 500, Sacramento, California 95814-2938; telephone (916) 322-8018. Further information about the planned center may be obtained from Allan W. Kurki, Superintendent/President, Antelope Valley Community College District, 3041 West Avenue K, Lancaster, California 93536-5426; telephone (805) 943-3241.

PROPOSED CONSTRUCTION OF THE PALMDALE CENTER OF THE ANTELOPE VALLEY COMMUNITY COLLEGE DISTRICT

A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1303 J Street • Fifth Floor • Sacramento, California 95814-2938

CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

COMMISSION REPORT 94-18
PUBLISHED OCTOBER 1994

Contributing Staff: William L. Storey

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1 Conclusions and Recommendations

IN THIS REPORT, the Commission responds to a request by the Chancellor of the California Community Colleges, pursuant to Section 66904 of the Education Code, to analyze the need for and location of a new educational center in the Palmdale area of the Antelope Valley Community College District north of Los Angeles.

The Antelope Valley district proposes to build the center on a 100-acre site donated by a local businessman and entrepreneur as part of a larger commercial and residential project for Palmdale. It would be the district's second permanent institution -- the current institution being Antelope Valley College in Lancaster. For two reasons the district proposes to name the facility the "Southeast Campus," although it would open only as an educational center: (1) the facility would be located about 20 miles to the southeast of Antelope Valley College in Lancaster; and (2) strong future population growth will most likely lead to its conversion to a larger and more comprehensive institution within the first decade of the twenty-first century. Nonetheless, for reasons indicated in Part Three of this report, the Commission chooses to refer to the institution as the "Palmdale Center" throughout this analysis.

The district's proposal for the center, which the Board of Governors discussed on May 13 and approved on July 14 of this year, is consistent with the Board's 1991 *Long-Range Capital Outlay Growth Plan,* which showed a need for a new center for the Antelope Valley district in the near term of 1990 to 1995. The most recent five-year plan of the Chancellor's Office's shows that, if the proposal is approved by the Commission, the State would provide the first capital outlay appropriation for planning and working drawings for the center in the 1996-97 fiscal year. Given that time table, the district should be prepared to submit a comprehensive project proposal (termed a "Capital Outlay Budget Change Proposal" or "COBCP" by the Department of Finance) with detailed budgetary plans to the Board of Governors in February 1995.

The failure this past June of Proposition 1C -- the $900 million general obligation bond issue for higher education -- has cast the timing of this and many other college and university capital outlay projects into some doubt until a new funding mechanism can be found. Nonetheless, for reasons discussed in Part Two of this report, the Commission believes it should take action on the proposal now and that the district should submit its budget change proposal and detailed budgetary plans by February. Therefore, in the remaining three pages of Part One of this report, the Commission offers its conclusions and recommendations regarding the proposed center.

In Part Two of this report on pages 5-14, the Commission comments on the uncertainties facing community college capital financing -- and higher education gen-

erally -- in the next few years and explains why planning should continue in spite of the financing difficulties facing the State.

In the third part of the report, on pages 15-39, the Commission analyzes the district's proposal for the new center within the context of the Commission's *Guidelines for the Review of Proposed University Campuses, Community Colleges, and Educational Centers,* which are reproduced in Appendix A on pages 41-52. Based on that analysis, the Commission offers the following conclusions and recommendations:

Conclusions

1. *General:* The Antelope Valley is experiencing explosive growth, the highest of any community college service area in the State, and if that growth is to be accommodated, additional services and facilities will be needed. The Palmdale Center represents an essential addition to the currently limited community college services available in the high desert north of Los Angeles.

2. *Enrollment projections:* The enrollment projection for the Palmdale Center -- developed by the district, approved by the Demographic Research Unit of the Department of Finance, and shown in Display 9 on page 25 below -- projects an opening enrollment in Fall 1998 of 2,942 headcount students, which should translate to about 1,400 to 1,500 full-time-equivalent students (FTES). Since both the Commission and the Board of Governors consider a minimum enrollment of 500 full-time-equivalent students to be necessary to establish a permanent educational center, this proposal satisfies the enrollment criterion.

3. *Consideration of alternatives:* The district considered six alternatives to establishing the proposed educational center, and concluded that none of them was adequate to serve the expected population growth. Among these alternatives, some did not apply to this situation, while at least one -- the use of technology -- is an integral part of the center's development plan. After reviewing the available options, the Commission is satisfied that all reasonable alternatives to establishing the center have been considered.

4. *Serving historically underrepresented students:* Locating a permanent center in the rapidly growing Palmdale area will improve access to community college services generally, and particularly for historically underrepresented students who often find traveling long distances to attend classes more difficult. In addition, the district has proposed an array of services similar to those found at Antelope Valley College in Lancaster, including student financial aid, educational opportunity programs (EOPS), disabled student services (DSPS), and a wide array of tutoring and counseling activities.

5. *Academic planning:* The district completed a districtwide *Educational Master Plan* in 1992 that incorporated and adjusted a *Facilities Master Plan* that was completed in 1990. The educational plan envisions the introduction of a core curriculum at the Palmdale Center that will be expanded to include vocational and laboratory courses as enrollment grows.

6. *Funding projections.* As of this writing, the district had not yet developed a detailed support budget projection for the new center, although one has been promised prior to Commission action. The capital outlay budget is preliminary and suggests a cost of about $52 million to build the center, spread out over five phases covering 17 years. In the Commission's experience, this cost estimate seems conservative for a center of the contemplated size. The district has promised to review its numbers and revise its projection at the time it submits its Capital Outlay Budget Change Proposal to the Chancellor's Office in February 1995.

7. *Geographic and physical accessibility.* Access to the proposed center should be excellent. It is proximate to State Highways 14 and 138 (as Display 3 on page 18 shows), and should be easily reachable for anyone within a 15- to 20-mile radius.

8. *Environmental and social impact.* The environmental impact report is nearing completion, and will be submitted to the Commission when finalized. The one obvious problem is that the proposed site is located very near the San Andreas Fault (Display 3, page 18). The Commission is not a "responsible agency" as that term is defined by the California Environmental Quality Act (CEQA), and proximity to environmental dangers is accordingly not among the Commission's criteria, but it is clear that the Chancellor's Office will have to give this problem very serious consideration at the time the project is approved for funding.

9. *Effects on other institutions.* The Antelope Valley is isolated from other educational institutions. There are no four-year institutions, public or private, within 60 miles of the proposed site, and no community colleges within 50 miles. All neighboring institutions have indicated their support for the new center, and given the distances, there should be no adverse effects on any of them.

10. *Economic efficiency.* The site includes 100 acres of land with a current market value of about $2 million. In addition, contributions by the donor/developer and the City of Palmdale will add another $3.25 million for infrastructure development. This total gift of $5.25 million constitutes substantial conformity with the requirements of this criterion.

Recommendations Based on its analysis of the Antelope Valley Community College District's proposal to establish the Palmdale Center, and pursuant to its responsibilities under Section 66903 and 66904 of the Education Code, the Commission recommends as follows to the Governor, the Legislature, and the Board of Governors of the California Community Colleges:

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1. That the Palmdale Center be approved as an educational center of the Antelope Valley Community College District.

2. That the Antelope Valley Community College District become eligible for capital outlay funding for the construction of the Palmdale Center as of the 1996-97 fiscal year.

3. That the Antelope Valley Community College District provide the Commission with a copy of the Environmental Impact Report for the center upon its completion.

4. That should the Antelope Valley Community College District propose to convert the Palmdale Center to a full service community college, it should submit a request for that conversion to the Commission.

2 Context for Assessing the Proposal

SECTIONS 66903(2a) and 66903(5) of the Education Code provide that the California Postsecondary Education Commission "shall advise the Legislature and the Governor regarding the need for and location of new institutions and campuses of public higher education." Section 66904 also provides:

> It is further the intent of the Legislature that California Community Colleges shall not receive state funds for acquisition of sites or construction of new institutions, branches, or off-campus centers unless recommended by the commission. Acquisition or construction of non state-funded community college institutions, branches, and off-campus centers, and proposals for acquisition or construction shall be reported to and may be reviewed and commented upon by the commission.

Pursuant to this legislation, in 1975 the Commission developed a series of guidelines and procedures for the review of new campus and off-campus center proposals and then revised them in 1978, 1982, 1990, and most recently in August 1992 under the title of *Guidelines for the Review of Proposed University Campuses, Community Colleges, and Educational Centers* (1975, 1978, 1982, 1990b, and 1992c). As most recently revised, these guidelines require each of the public higher education systems to develop a statewide plan every five years that identifies the need for new institutions over a 15-year period.

Once the system submits its statewide plan to the Commission, the Commission requests that it submit more detailed short-term plans for campuses or centers through a "Letter of Intent to Expand." If the Commission staff reviews that letter favorably, the staff invites the system to submit a comprehensive proposal -- referred to as a "needs study" -- that the staff evaluates according to ten criteria to determine its relative merit, after which the Commission recommends to the Governor and the Legislature that the new campus or center be approved -- creating an eligibility to compete with other districts for State capital outlay appropriations -- or be disapproved and remain ineligible.

Expansion during retrenchment?

In several of the Commission's previous reports on proposed new community college institutions, the Commission noted that legitimate questions had been raised about the advisability of creating new colleges and centers in an era characterized by severe budgetary constraints and the unknown effects on enrollment of potentially large increases in student fees. The relevance of these questions persists as student fee increases and multi-year budgetary restrictions continue to impact community college enrollments negatively.

According to the Legislative Analyst, the community college system lost 4.3 percent of its full-time-equivalent student (FTES) enrollment between 1992-93 and

1993-94, after a 2.7 percent decline the previous year (1994, p. F-10). The Chancellor's Office recorded a headcount enrollment loss of 84,754 students (5.8 percent) between Fall 1992 and Fall 1993, and projects a further loss of 42,664 (3.1 percent) students for Fall 1994. After that, the trends reverse and growth resumes itself, although it is not expected that the system will achieve a new enrollment high point until 1999, when the Chancellor's Office projects an enrollment of 1,546,663 (Chancellor's Office, 1993). (The previous enrollment high was in 1991 when 1,531,944 students enrolled for at least one class.) The Demographic Research Unit believes the historical high will not be exceeded until 2003 (Department of Finance, 1994).

Whether sufficient funding can be found to support the enrollment increases that are expected to begin in 1995 is unknown. Even if some funding can be found, however, there is a question about the advisability of using it for new construction when the need for reconstruction, renovation, and related projects caused by deferring routine maintenance activities is so great. For this subject, the proper term is probably not "deferred maintenance" but "capital asset management," which refers to the process whereby buildings and infrastructure are kept useful through their expected life span. Buildings that are not maintained will wear out faster and be less useful while still in service, ultimately resulting in premature renovation or replacement. It has long been known that prudent investments in maintenance will pay great dividends in the long run. As in many other areas, a small amount of prevention can obviate expensive cures at a later date.

Unfortunately, at least in recent years California has not set aside sufficient funding to keep its multi-billion dollar investment in higher education's physical plant in good working order. According to the Legislative Analyst, using data reported by the three public segments, deferred maintenance backlogs in 1993-94 amounted to $348 million for the University of California, $327 million for the California State University, and $200 million for the California Community Colleges. The last of these figures is certainly low, with the real figure probably amounting to at least as much of a deficiency as in the two university systems. Even without a community college adjustment, however, the cumulative backlog for the three systems is at least $875 million. In 1993-94, expenditures for deferred maintenance were $31.8 million for all three segments combined; for 1994-95, expenditures were scheduled at only $29.7 million -- all from the support budget, where funding is extremely limited and redirection to other purposes commonplace. Even if spent, however, such amounts as these remain miniscule compared to the backlog that is already very large and is probably growing at a rate of over $150 million per year. Given that backlog, a legitimate question can be raised as to whether some funds for new construction should be diverted for a few years in order to prevent the existing physical plant from deteriorating further.

A related issue concerns the availability of general obligation bond financing. Given the recent defeat of Proposition 1C and the fact that little uncommitted funding remains from all of the bond issues previously approved by the voters, resource prospects are not promising. Most of the capital outlay projects scheduled for

1994-95 and 1995-96 depended on Proposition 1C, and while the Antelope Valley District's proposal is not dependent on that funding source, since the initial funding for the project does not occur until the 1996-97 fiscal year, the bond issue's failure will surely result in an even greater backlog of projects than currently exists, and consequently delay funding for the Antelope Valley project. As of this writing, the Legislature is considering Assembly Bill 163 (Areias), which would resubmit the bond issue to the voters in November. If approved by the Legislature, and then by the voters -- and both actions are far from certain -- then new monies will become available for facilities expansion and renewal. Even if approved, however, the amount contained in the proposal is far less than the identified need.

On the support budget side of the equation, higher education continues to face another major dilemma. There is considerable hope that California's economy has seen the bottom of the worst recession in memory, and some observers of the economic scene -- most notably the UCLA Business Forecasting Project -- have stated that the recovery has already begun. That is news that encourages the belief that State General Fund revenues will increase at more or less historical rates (six to seven percent per year), but it must be tempered by the fact that other demands on the treasury from corrections, health, welfare, and K-12 education, most of them under federal, statutory, or State constitutional mandates, may crowd out much of the funding higher education will need in the future. If that remains true, and if higher education cannot find major efficiencies that will produce more education for the same or less funding, then the State may not be able to find funding sufficient to finance the enrollment expansion that is predicted to occur in the latter part of this decade and the first decade of the next century. If that expansion is frustrated because of deficiencies on the support budget side, and new buildings to house that expansion are consequently less necessary, perhaps any available funds should be used to maintain and restore the existing physical plant.

The Commission is concerned about these developments, but believes that planning for new institutions must continue in spite of the uncertainties. To that end, it has initiated both the "Fresh Look" and the "COPAC" (Capital Outlay Planning Advisory Committee) processes, which are examining different aspects of the planning challenges higher education will face in the coming decade. In four previous reports on proposed new campuses and educational centers (1992d, 1992e, 1993a, 1993b), the Commission outlined a number of reasons why planning should continue in spite of the great uncertainties California faces. With some modifications, it restates those reasons here:

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1. *Capital planning and operations planning involve different revenue sources.*

Funding for capital outlay generally comes from a different revenue source than funding for general institutional support. The funds necessary to support the faculty, administration, student services, financial aid, and all of the other day-to-day

operations of an institution of higher education come from the State General Fund, and in the case of the community colleges, from local property taxes as well. Funding for capital outlay comes almost entirely from bonds, both the General Obligation Bonds approved by the voters in statewide elections, and lease-payment (revenue) bonds authorized by the Legislature or by the systemwide governing boards. The budget crises of the past several years have largely been support budget dislocations, and occurred at the same time that the voters of California approved two major General Obligation bond issues for capital outlay. While bond funding has become more uncertain recently, past approvals suggest reason for hope that new bond issues will be approved in the future.

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2. *The population of California is growing rapidly.*

California's population continues to grow rapidly. According to the most recent projection from the Demographic Research Unit (DRU) of the State Department of Finance, between 1995 and 2010 some 561,000 additional students are expected to seek admission to the California Community Colleges alone, a number roughly equivalent to the capacity of 56 colleges of 10,000 students each. Much of that expansion will be accommodated on existing campuses -- and the Board of Governors is also considering a number of alternative ways to serve students more efficiently -- but even with those efforts, it is clear that many new educational centers and colleges will be needed. The exact number of colleges and centers that will be required in the next 15 years is currently being studied by both the Chancellor's Office and the Commission.

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3. *Most of the growth will occur in the community colleges.*

Due in part to the budgetary protection afforded to the community colleges by Proposition 98, the fiscal reductions contained in the 1991-92, 1992-93, and 1993-94 budgets fell hardest on the University of California and the California State University, and resulted in enrollment levels below the projections for 1990 through 1993 from the Demographic Research Unit. In addition, rapid fee increases have widened the affordability gap between the four-year institutions and the community colleges. These two factors have already produced a diversion of students to the Community Colleges and thereby increased enrollment pressures on that system even further.

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4. *It is less expensive to educate students in the community colleges than in the State's public universities.*

The Commission's most recent data on cost per student (1992a) indicate that the average cost per student for operations is only 39 percent of the cost in the State University, and 24 percent of the cost at the University of California. Further, the Commission estimated in 1990 (1990b) that the capital outlay cost per student is about 53 percent of the State University cost, and only 13 percent of the cost at

the University of California. Clearly, it is more fiscally prudent to provide higher educational services, at least for the first two undergraduate years, in the California Community Colleges.

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5. *Capital outlay project planning lead times are very long.*

Another fundamental difference between appropriations for the day-to-day operations of California's colleges and universities, and those for capital outlay, is that capital outlay projects require much longer lead times for planning. Between the time a new institution is conceived, and the time the first student is admitted, is normally a minimum of eight years and can be much longer. There are relatively recent examples where planning took place over a period of several decades prior to student and staff occupancy of the facilities.

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6. *Failure to move proposals along now will create backlogs and delays.*

As noted above, the large enrollment increases projected to occur between 1995 and 2010 will necessitate the construction of some additional campuses and centers. Although the exact number of those institutions is unknown, it is necessary to make decisions now on proposals as they become ready for evaluation, lest a bottleneck be created later.

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7. *Economic conditions are improving.*

As noted above, California's economic recovery has begun. That recovery is now slow, but eventually, an expanding economy should produce better higher education budgets. As the recovery gains momentum, it will be imperative to continue planning, lest resources and opportunities be lost in the absence of a sensible way to use them. If proposals for new institutions are reviewed now, it will be possible to build and occupy them at a time in the future when economic conditions are more favorable.

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8. *Approval by the Commission creates only an eligibility for funding, not a mandate.*

The Commission performs a unique role in the capital outlay process in that it is the only agency that offers recommendations on the establishment of new institutions in all three higher education systems. Such an approval does not, however, provide any funding for that institution; it only creates an eligibility to compete for funding with existing colleges and universities. The success or failure of that competition depends on a multilayered and very comprehensive review process that involves the systemwide central offices, the Governor, the Legislature, the Department of Finance, the Office of the Legislative Analyst, and the State Public Works Board.

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For all of these reasons, the Commission believes it should proceed with its analysis of the Antelope Valley Community College District's proposed Palmdale Center, while recognizing at the same time that long-range planning efforts are occurring simultaneously. Although Antelope Valleys fit into the Board of Governor's 1991 long-range facilities plan as a near-term project (scheduled for funding between 1990 and 1995), various circumstances have pushed it into the mid-term and could push it even further into the long-term category. That "slippage" constitutes one of the reasons for regular revisions in long-term plans, which both the public systems and the Commission are in the process of developing at present. Such planning processes, which are difficult at any time but have been rendered even more difficult by the continuing instability and uncertainty of the fiscal situation, are intensive efforts that require the application of major staff resources.

For the past year, it has been the Commission's intention to produce a 15-year long-range plan for the physical development of California higher education -- a plan that would discuss the individual 15-year plans of the three public segments, as well as some issues relating to independent institutions, within an overall statewide context. It is still the Commission's plan to produce a report in January of 1995, but recently, the Board of Governor's decided to forestall development of its 15-year plan for about six months to permit a newly appointed Facilities Task Force to consider ways of reducing the need for new campuses and centers.

Given that development, as well as the defeat of Proposition 1C, the Commission wishes to stress that this report focuses on an evaluation of the Antelope Valley proposal on its own merits, but without regard to a statewide planning context. That context, which must be both long term and intersegmental, will ultimately determine where the Antelope Valley proposal fits in with other proposals and other needs for capital outlay funding. It is not one of the purposes of this report to determine the overall planning context into which the proposal must ultimately fit or its priority for funding. Accordingly, the Commission believes it will be prudent for the Board of Governors to delay all funding for any campus or center expansion until its long-range plan has been completed and submitted for review to the appropriate agencies, including the Commission. Since the Antelope Valley District's Palmdale Center is not scheduled for its first funding until the 1996-97 fiscal year, this condition should not represent a serious inconvenience.

Origins of the proposal

Following publication by the Commission of *Higher Education at the Crossroads* in 1990, which represented the Commission's first major statewide facilities planning effort, the Chancellor's Office of the California Community Colleges retained the services of MGT Consultants, Inc., to conduct a statewide survey of all 71 districts for the purpose of determining the collective need for new campuses and educational centers. MGT published its report in September 1990 and concluded that "the data suggest the need for a center in the near-term and campus in the mid-term for the eastern part of Antelope Valley CCD" (p. 43).

The Chancellor's Office subsequently conducted its own analysis and divided prospective campus and educational center needs into "Near Term/1990-1995," "Mid

Term/1995-2000," and "Long Term/2000-2005" categories. A total of 37 new institutions were ultimately recommended in the report approved by the Board of Governors (1991), with 14 of those coming in the near term. Antelope Valley was recommended for a center in the near term with the anticipation that it would evolve into a full campus before the end of the decade. Another center to be located in the western portion of the district was anticipated for the long term. The report concluded as follows (op. cit., Appendix C):

> Also a large district (2,000 square miles), Antelope Valley is located north of Los Angeles in one of the State's fastest growing areas. Enrollment is expected to increase from 9,600 to 22,000 by 2005. Further development at the current campus in Lancaster is limited and the data calls [sic] for a center in the eastern part of the district in the near term, to become a campus in the mid term (1995-2000), and a second center in the long term, probably to the west. Planning should be coordinated with the adjacent districts, Santa Clarita and Victor Valley.

Because of the strong population growth anticipated for the area, the district undertook an extensive master planning effort in August 1991 that produced both an academic master plan and a facilities master plan -- the contents of which are discussed in the next section. To assist in that effort, the district retained the consulting firm of Maas, Rao, Taylor and Associates to survey possible sites for the new educational center. In seeking a site, the district asked its consultants not only to locate a site that might be large enough to contain a full campus but also to locate one that could be donated to the district.

The consultants' search proved successful when one of the area's prominent landowners, David P. Bushnell (the owner of Bushnell binoculars), stepped forward in June 1992 with a potential donation of 100 acres southeast of Lancaster in the Palmdale area.

With that donation in hand, the district invited staff from the Commission and the Chancellor's Office to visit the area for a preliminary evaluation -- a visit that took place on October 15, 1992. Following a lengthy discussion of the district's overall needs, including such matters as enrollment growth, geographic spacing of facilities, the capacity and enrollment potential of the existing campus in Lancaster, and other subjects drawn from the Commission's guidelines, staff from both agencies concluded that the proposal had merit and that planning should continue. For the remainder of 1992 and much of 1993, that planning proceeded, with a particular emphasis on finalizing a memorandum of understanding with the City of Palmdale, beginning an Environmental Impact Report process, and refining the educational and facilities master plans.

By the Fall of 1993, sufficient planning and consultation had occurred for the district to begin the process of seeking formal approvals from the Board of Governors and the Commission, and on September 27, the Antelope Valley Community College District (AVCCD) approved a "Resolution of Intent Regarding the Southeast Palmdale Site." This action led to a November 3 letter from Joe Newmyer,

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Vice Chancellor for Fiscal Policy, to President Allan Kurki of the district, inviting the district to submit a "Letter of Intent to Expand" required by the Commission's guidelines, a December 1 submission of the Letter of Intent, and a December 20 letter from Mr. Newmyer to William Storey of the Commission's staff approving the letter and requesting review by the Commission. On January 3, 1994, Mr. Storey wrote to Mr. Newmyer on behalf of Executive Director Fox to approve the Letter of Intent and advise the district to proceed with its planning. These items of correspondence are included as Appendix B on pp. 53-64 below.

For the next few months, the district compiled the materials necessary to satisfy the requirements of the Commission's guidelines, and submitted them as a formal "Needs Study" on March 22.

Response to the proposal

The Commission's guidelines require the Board of Governors to include all proposals for new institutions in their 15-year plan, and to approve specific proposals prior to Commission action. In the case of the Palmdale Center, Vice-Chancellor Newmyer presented a staff report to the Board of Governors on May 12 that was approved by the Board on July 14 (Appendix C, pp. -).

Following the pattern established both by the Commission's guidelines and by various sections of Title 5 of the California Administrative Code, the staff report presented an overview of regional and community characteristics, an analysis of enrollment projections, and discussions of various matters that tend to be parallel to, and consistent with, the types of questions asked in the Commission's guidelines. These included (Board of Governors, 1994):

- Effects on nearby secondary and postsecondary institutions;
- Community support;
- Programs and services;
- Serving the disadvantaged;
- Consideration of alternative sites;
- Environmental impact;
- Analysis of alternative delivery systems with cost/benefit analysis;
- Rationale for approving the proposed program; and
- Economic efficiency and proposed sources of funding for needed resources.

Some of the Chancellor's primary conclusions included the following (op. cit, p. 12):

> Staff analysis of the Antelope Valley Community College District proposal to establish an educational center near Palmdale has led to the conclusion that this proposal is justifiable, desirable, and timely.
>
> The district is experiencing a very high rate of population growth. All indications are that this growth will continue for a considerable time. The single campus serving district residents is rapidly approaching capacity. All other institutions of higher education, whether two-year or four-year, are at least an hour's commute away.

No other alternatives were found to be feasible for providing full educational access and opportunity to students, and potential students, residing in the southeastern portion of the Antelope Valley Community College District. All of the neighboring educational institutions are strongly supportive, as is the local community.

Following the Board of Governors' action, the Commission undertook its own analysis of the proposal, with the results described in Part Three of this report.

3 Analysis of the Proposal

FOR TWO YEARS, the Commission has been operating under a revised planning framework that requires the development of a statewide plan for each segment of California public higher education, and integrates that planning process with specific reviews of proposals for new campuses and educational centers. The overall planning process is defined primarily by the Commission's report *A Framework for Statewide Facilities Planning* (1992b), but it is also mentioned prominently in the *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers* (1992c). While both of these reports define the statewide planning process, the guidelines also provide definitions of the types of facilities to be reviewed, schedules that assure timeliness in the review process, and ten criteria under which all proposals for new institutions will be judged. With specific regard to community college projects, the guidelines define three types of educational entities:

> *Outreach Operation*: An outreach operation is an enterprise, operated away from a community college or university campus, in leased or donated facilities, which offers credit courses supported by State funds, and which serves a student population of less than 500 full-time-equivalent students (FTES) at a single location.
>
> *Educational Center*: An educational center is an off-campus enterprise owned or leased by the parent district and administered by a parent college. The center must enroll a minimum of 500 full-time-equivalent students, maintain an on-site administration (typically headed by a dean or director, but not by a president, chancellor, or superintendent), and offer programs leading to certificates or degrees to be conferred by the parent institution.
>
> *College*: A full-service, separately accredited, degree and certificate granting institution offering a full complement of lower-division programs and services, usually at a single campus location owned by the district; colleges enroll a minimum of 1,000 full-time-equivalent students. A college will have its own administration and be headed by a president or a chancellor.

The term "campus" is not used as a working definition in the guidelines, primarily because it has become so generic in common usage that it often appears in the names of both colleges and educational centers. Rarely is an educational center of minimum size (500 or more full-time-equivalent students) referred to as a center, since the term "campus" seems to suggest greater prestige and perhaps a more comprehensive program. Even outreach operations (less than 500 fulll-time-equivalent students) often use the term "campus," and it is for that reason that the Commission has decided to eschew use of the term. The Antelope Valley Community College District's proposal for the "Southeast Campus" is a good example of this terminology; the name suggests a comprehensive college, yet the proposal is for

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an educational center. At some undetermined future date, it is expected that the center will grow into a comprehensive community college. Should growth warrant such a change, with all it implies -- a free-standing administration, a more comprehensive program, and accreditation by the Western Association of Schools and Colleges -- the district will return to the Board of Governors and the Commission for approval of the conversion. For the purposes of this report, and in the hope of avoiding confusion, the term "Palmdale Center" will be used throughout to describe the district's proposal.

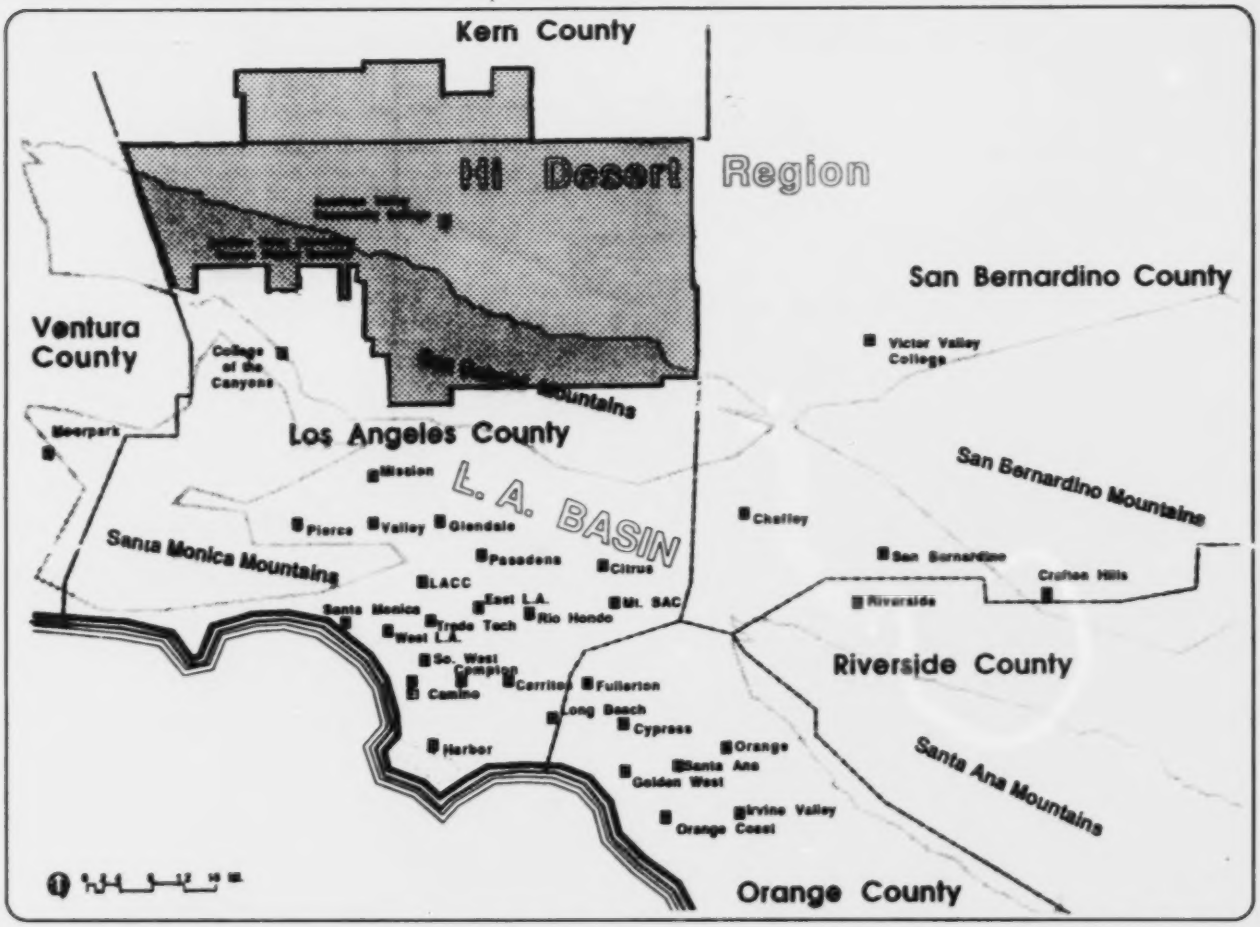
The Commission's ten criteria are reproduced in detail on the following pages. In summary, they are as follows:

1. The needs study must contain both statewide and local ten-year *enrollment projections* approved by the Demographic Research Unit of the Department of Finance. Projected enrollment must be sufficient to establish the college or center.
2. *Programmatic alternatives* must be considered, including such possibilities as expanding existing campuses, increasing utilization, sharing facilities with other institutions, or using nontraditional educational delivery systems.
3. There must be a plan to serve *disadvantaged and historically underrepresented students*.
4. There must be an *academic plan*, with all programs described and justified.
5. An analysis of both *capital and support costs* must be included.
6. There should be a cost-benefit analysis of *alternative sites*.
7. *Physical, social, and demographic characteristics* must be described, and a plan for *transportation access* to the site presented.
8. An *environmental impact report* should be provided.
9. There should be a strong consultation process with the community and its institutions, and the *impact of the proposed campus on the enrollments of existing campuses* in the area must be considered.
10. More favorable consideration should be given to proposals where *land or other tangible assets are donated*, and where intersegmental cooperation can be demonstrated.

Overview of the region

The Antelope Valley Community College District is located in the high desert region in Los Angeles County north of the City of Los Angeles, as shown in Display 1 on the opposite page. Among the largest districts in the State from a geographic standpoint, it encompasses about 2,000 square miles of territory with borders on Kern (the district extends a short distance into Kern County), San Bernardino, and Ventura Counties. Its primary cities include Lancaster and Palmdale (Display 2, page 18), both of which are experiencing rapid population growth. As of the 1990 census, the region included 231,331 people, but the latest projections from the

DISPLAY 1 *Community Colleges in the Los Angeles Basin and High Desert Region, with the Antelope Valley Community College District Highlighted*



Source: Antelope Valley Community College District, 1990, p. 12.

Southern California Association of Governments (SCAG) project tremendous growth over the next twenty years, with almost 400,000 people expected to swell the area's population to 622,608 by 2010. Lancaster, where the district's only college is currently located, had a 1990 population of 97,291, but is expected to grow to 234,278 by 2010. Palmdale, which has few community college services at the present time, had a 1990 population of 68,842, but is expected to grow at an even faster rate to 264,905 by 2010.

Display 3 on page 18 shows the approximate location of the proposed center in an area southeast of Palmdale, with Display 4 on page 19 showing the full 540-acre development and Display 5 on page 20 the current physical master plan for build-out of the facility in 2015, when enrollment is expected to reach approximately 15,000 headcount students, or about 7,385 full-time-equivalent students.

Various demographic characteristics of the region are included within the discussions of the Commission's ten criteria below.

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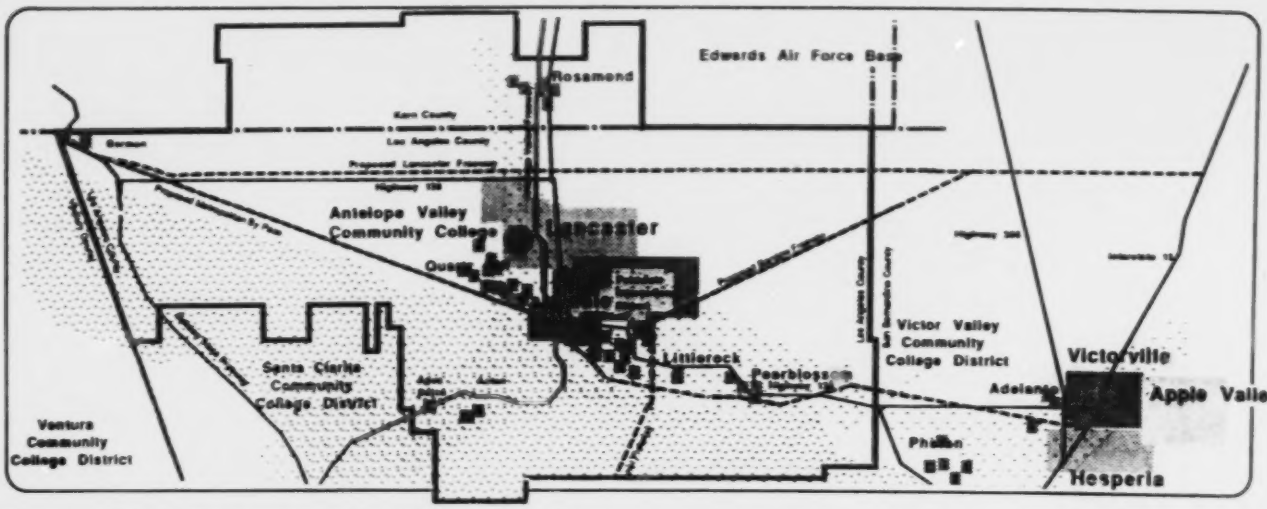
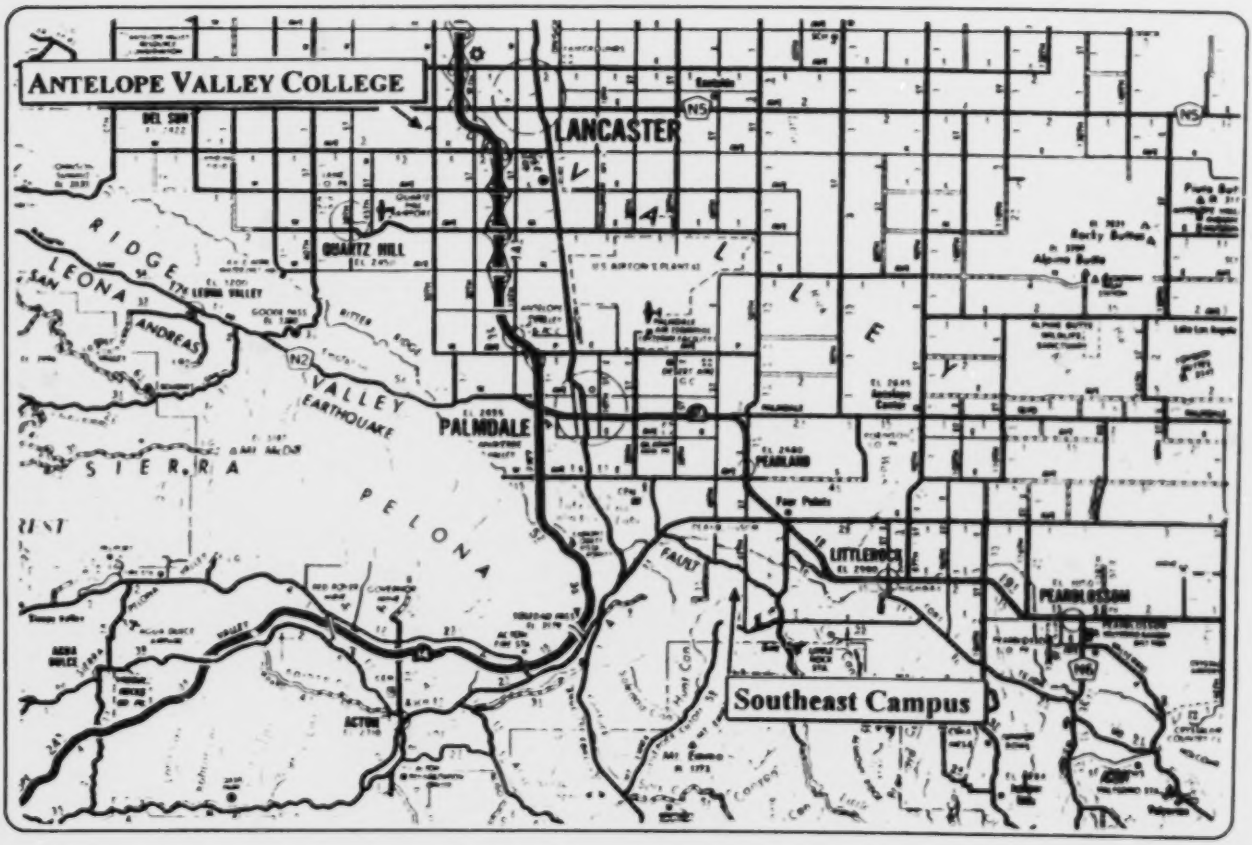
DISPLAY 2 Major Features of the Antelope Valley and Victor Valley Community College Districts



Source: Antelope Valley Community College District, 1990, p. 11.

DISPLAY 3 Sites of Antelope Valley College and the Proposed Palmdale Center



Source: Antelope Valley Community College District, 1994 (Appendix to Letter of Intent).

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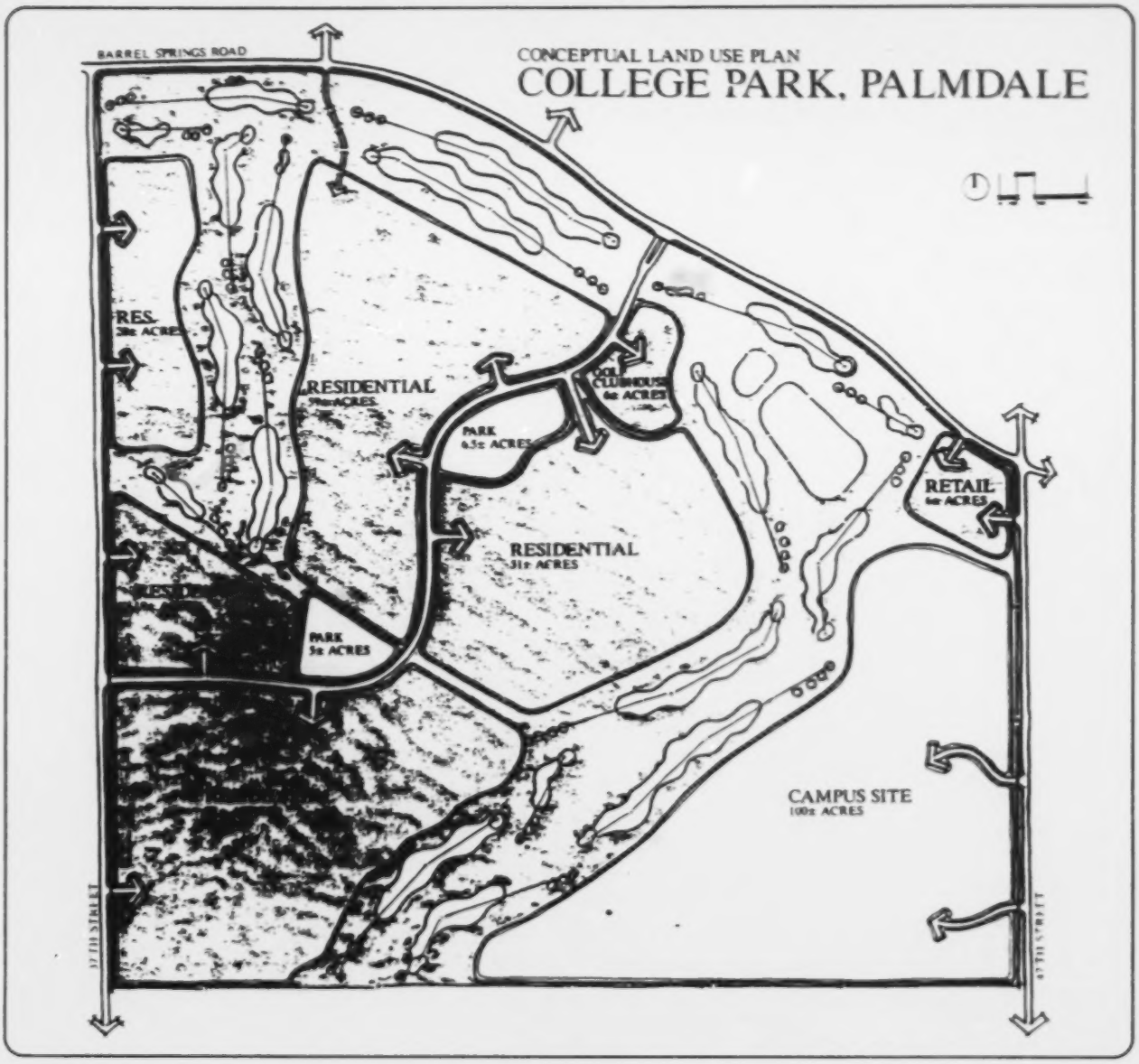
DISPLAY 4 Land Use Plan of College Park, Palmdale, Showing Proposed Residential Areas, Golf Course, Retail Area, and Community College Center/Campus Site



Source: Antelope Valley Community College District, 1994 (Appendix to Needs Study).

Criterion 1
Enrollment projections

1.1 *Enrollment projections must be sufficient to justify the establishment of the "new institution," as that term is defined above. For a proposed new educational center, enrollment projections for each of the first five years of operation (from the center's opening date), must be provided.*

As the designated demographic agency for the State, the Demographic Research Unit has the statutory responsibility for preparing systemwide and

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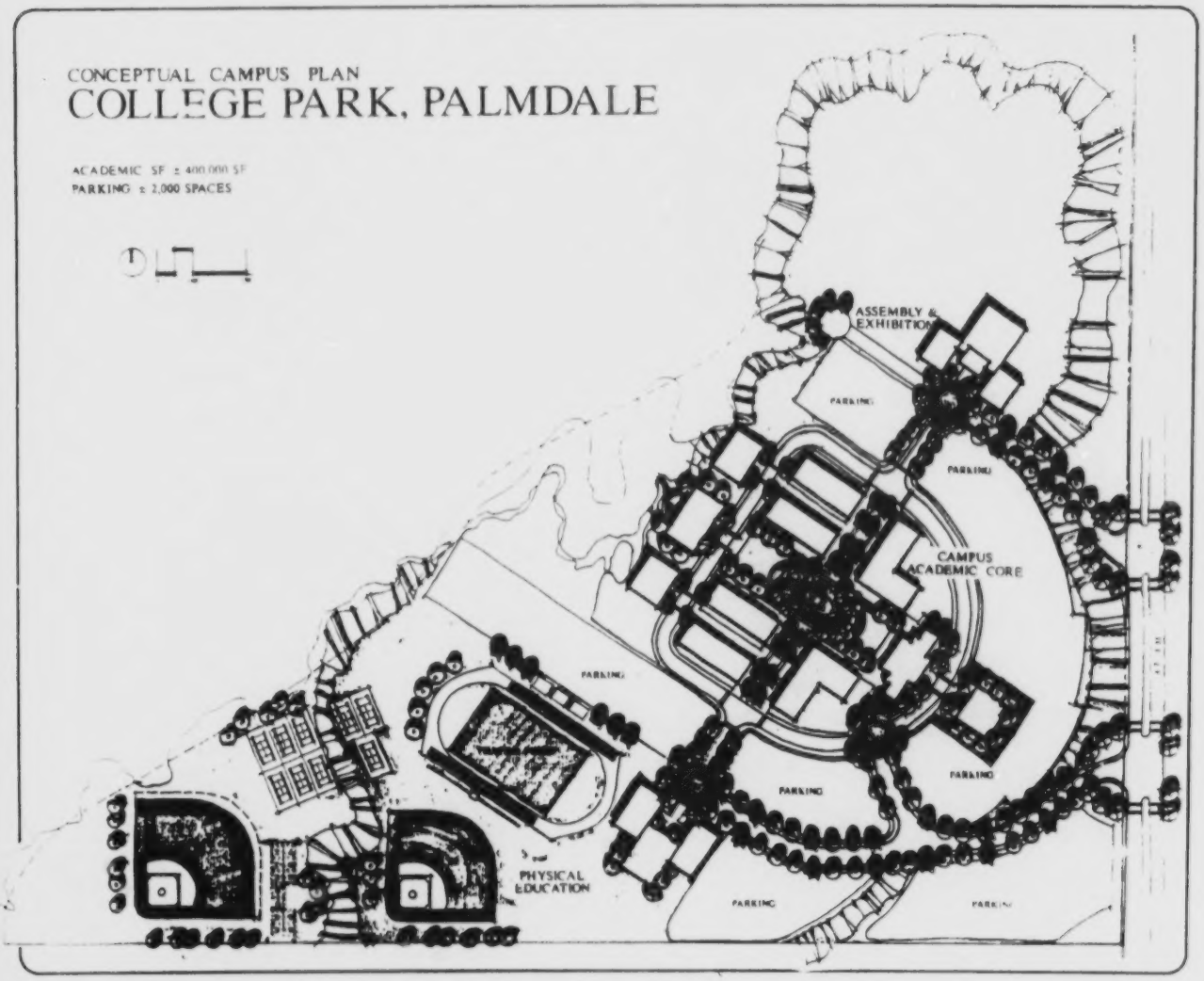
DISPLAY 5 Conceptual Site Plan for the Palmdale Community College Center/Campus



Source Antelope Valley Community College District, 1994 (Appendix to Needs Study).

district enrollment. For a proposed new institution, the Unit will approve all projections of undergraduate enrollment developed by a systemwide central office of one of the public systems or by the community college district proposing the new institution. The Unit shall provide the systems with advice and instructions on the preparation of enrollment projections. Community College projections shall be developed pursuant to the Unit's instructions . . . .

1.6 For a new community college or educational center, enrollment projected for the district proposing the college or educational center should exceed the planned enrollment capacity of existing district colleges and educational centers. If the district enrollment projection does not exceed the planned enrollment capacity of existing district colleges or educational centers,

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compelling regional or local needs must be demonstrated. The district shall demonstrate local needs by satisfying the requirements of the criteria specified in these guidelines. Regional and statewide needs shall be demonstrated by the Board of Governors through the long-range planning process.

As noted earlier, the northern tier of Los Angeles County is growing rapidly. In part because of lower housing costs in the valley, but also because of the negatives of noise, pollution, congestion, and fear for personal safety in Los Angeles, people are moving to the high desert in record numbers.

For many years, the Demographic Research Unit of the Department of Finance projected population growth in all 71 community college districts in California. Due to resource restrictions, the Demographic Research Unit no longer prepares that report, but as of the 1991-92 fiscal year, the average statewide population growth rate was 1.72 percent per year, a rate that is probably little changed to the present. The Unit listed the Antelope Valley district as the fastest growing in California, with an annual population increase of 6.72 percent, almost four times the statewide average. These data are shown in Display 6 on the next page.

Recent projections by the Southern California Association of Governments (SCAG) confirm this growth pace. As shown in Display 7 on page 23, the 20-year growth rate for the entire high desert region between 1990 and 2010 is projected to be 5.1 percent per year compared to a statewide rate for the same period of time of 1.75 percent. Growth in the Palmdale area, where the center is proposed to be located, is projected at the even higher rate of 7.0 percent for the same period of time.

The Research and Analysis Division of the Chancellor's Office has translated these population projections into districtwide enrollment and Weekly Student Contact Hour (WSCH) projections through the year 2007. Display 8 on page 23 shows that projection for the Antelope Valley district, as well as actual enrollment growth in the district since 1972, both of which are considerable. Between 1972 and 1992 (the last year for which actual data are available), district enrollment increased by 6,313 students or 139.1 percent in 20 years. Between 1992 and the final year of the projection in 2007, growth is expected to total 13,523 students, which represents another 124.6 percent increase, and in a shorter period of time (15 years).

These dramatic growth figures are reflected in the official enrollment projection approved by the Demographic Research Unit of the State Department of Finance. That projection, shown in Display 9 on page 24 (See Appendix D on page __ for the letter of approval), shows an opening enrollment for the Palmdale Center of 2,942 headcount students in 1998, with the expectation of growth to 8,014 students in 2008. In full-time-equivalent student terms, opening enrollment should be 1,449, with 2008 full-time-equivalent enrollment projected at just under 4,000.

Criterion 1.6 above states that "enrollment projected for the district proposing the college or educational center should exceed the planned enrollment capacity of existing district colleges and educational centers." In the community colleges, capacity is measured by a formula known as the "capacity/load ratio," which mea-

DISPLAY 6 Percent Change in the Adult Population (as Defined in Section 1118.1, Revenue and Taxation Code) in California Community College Districts, January 1, 1991 to January 1, 1992

Community College District	Percent Change	Community College District	Percent Change	Community College District	Percent Change
Antelope Valley	**6.72%**	Fremont-Newark	2.29%	Grossmont-Cuyamaca	1.04%
Mt. San Jacinto	6.07	West Hills	2.28	Foothill-De Anza	0.95
Victor Valley	5.99	Mendocino-Lake	2.25	San Diego	0.83
Santa Clarita	5.63	San Joaquin Delta	2.16	San Francisco	0.79
Imperial	4.37	Lake Tahoe	2.06	North Orange	0.78
Saddleback	4.35	Sonoma County	2.05	Compton	0.72
Sierra	3.80	Southwestern	1.96	Barstow	0.71
Palomar	3.53	Gavilan	1.91	Citrus	0.71
State Center	3.47	Chabot-Las Positas	1.91	West Kern	0.70
Mira Costa	3.35	Rancho Santiago	1.87	Los Angeles	0.67
Shasta-Tehama-Trinity	3.19	Siskiyou	1.86	Cerritos	0.66
Solano County	3.12	Hartnell	1.79	West Valley-Mission	0.64
Chaffey	2.99	Contra Costa	1.75	El Camino	0.58
Lassen	2.99	Napa	1.65	Santa Barbara	0.57
Feather River	2.98	San Jose-Evergreen	1.64	Cabrillo	0.55
Kern	2.82	San Mateo County	1.57	Peralta	0.53
Yuba	2.79	Palo Verde	1.52	Rio Hondo	0.50
Desert	2.65	Marin	1.51	Coast	0.48
Riverside	2.62	Mt. San Antonio	1.49	Long Beach	0.48
Redwoods	2.58	San Bernardino	1.47	San Luis Obispo	0.43
Los Rios	2.52	Glendale	1.41	Monterey Peninsula	0.36
Yosemite	2.41	Merced	1.41	Pasadena Area	0.33
Sequoias	2.38	Ventura County	1.33	Santa Monica	0.27
Butte	2.29	Allan Hancock	1.29	STATEWIDE	1.72%

Source: Department of Finance, Demographic Research Unit, May 15, 1992.

sures the total square footage of classrooms and laboratories, estimates the number of students that should be accommodated in that space given existing space and utilization standards, and compares that number to those actually enrolled or projected to be enrolled. If space and enrollment are perfectly balanced, the ratio will equal 100 percent. If space exceeds the amount needed, the ratio will exceed 100 percent; it will fall below it if a college is overenrolled and thus has a space deficiency. Most colleges have space deficiencies, and therefore normally show capacity/load ratios between 85 and 95 percent.

The Antelope Valley Community College District is a rapidly growing, single-campus district, and in such districts it is not surprising to see capacity/load ratios considerably below 100 percent -- in other words, with fairly serious space deficiencies in classrooms and laboratories. As of the 1993-94 academic year, the classroom ratio was at 81 percent; the teaching laboratory ratio was at 75

DISPLAY 7 Population Projections for the Antelope Valley, 1990-2010

Year	Lancaster	Palmdale	Unincorporated Areas	Total
1990	97,291	68,842	65,198	231,331
2000	152,280	161,203	88,355	401,838
2010	234,278	264,905	123,425	622,608
1990 to 2000 Growth				
Number	54,989	92,361	23,157	170,507
Cumulative Percent	56.5%	134.1%	35.5%	73.7%
Annual Percent Change	4.5%	8.8%	3.0%	5.6%
2000 to 2010 Growth				
Number	81,998	103,702	35,070	220,770
Cumulative Percent	53.8%	64.3%	39.6%	54.9%
Annual Percent Change	4.4%	5.0%	3.3%	4.4%
1990 to 2010 Growth				
Number	136,987	196,063	58,227	391,277
Cumulative Percent	141.8%	285.8%	89.3%	169.1%
Annual Percent Change	4.4%	6.9%	3.2%	5.0%

Source: Southern California Association of Governments, 1993.

percent, and is projected to go even lower to 71 percent in 1995-96 when a building on the Lancaster campus is taken off-line for remodeling. That further reduction may not occur, however, since the remodeling project was dependent on passage of Proposition 1C, but even so, the space problem on the main campus is severe, and, without the construction of new facilities, will worsen in coming years. The district's five-year plan contains provisions for the amelioration of the space deficiencies, but all are dependent on new construction both in Lancaster and in Palmdale, and funding for that is doubtful under foreseeable fiscal circumstances.

DISPLAY 8 Actual and Projected Enrollment and Weekly Student Contact Hours (WSCH) for the Antelope Valley Community College District, 1972 to 2007

Year	Enrollment	WSCH per Enrollment	Total WSCH
Actual			
1972	4,537	NA	NA
1973	4,731	NA	NA
1974	5,057	10.791	54,570
1975	6,667	10.024	66,828
1976	6,405	9.886	63,319
1977	6,828	8.904	60,794
1978	5,846	9.030	52,787
1979	6,623	8.443	55,918
1980	7,676	7.860	60,332
1981	7,995	7.723	61,746
1982	7,538	8.138	61,348
1983	7,122	8.536	60,795
1984	7,066	8.164	57,688
1985	7,163	7.915	56,693
1986	7,993	7.784	62,216
1987	7,987	8.088	64,602
1988	8,848	7.711	68,226
1989	8,931	8.062	72,001
1990	10,084	8.342	84,118
1991	10,239	9.110	93,276
1992	10,850	8.683	94,212
Projected			
1993	9,895	9.629	95,280
1994	10,042	9.629	96,694
1995	10,508	9.629	101,180
1996	11,042	9.630	106,329
1997	12,306	9.629	118,492
1998	13,490	9.629	129,893
1999	13,858	9.629	133,440
2000	14,852	9.629	143,015
2001	15,836	9.629	152,489
2002	17,019	9.629	163,882
2003	18,238	9.629	175,619
2004	19,560	9.629	188,342
2005	21,038	9.629	202,575
2007	24,373	9.629	234,695

Source: Research and Analysis Unit, Chancellor's Office, California Community Colleges.

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DISPLAY 9 Projected Enrollment for the Palmdale Center of the Antelope Valley Community College District, 1998 to 2008

Year	Enrollment	WSCH[1]	WSCH per Enrollment	Estimated FTES[2]
1998	2,942	21,729	7.4	1,449
1999	3,366	24,861	7.4	1,657
2000	3,790	27,993	7.4	1,866
2001	4,214	31,124	7.4	2,075
2002	4,640	34,271	7.4	2,285
2003	5,207	38,459	7.4	2,564
2004	5,774	42,647	7.4	2,843
2005	6,341	46,835	7.4	3,122
2006	6,909	51,030	7.4	3,402
2007	7,441	54,960	7.4	3,664
2008	8,014	59,191	7.4	3,946

1. Weekly student contact hours.
2. Full-time-equivalent students.

Source: Antelope Valley Community College District, 1994.

Criteria 2 and 6: Consideration of programmatic and geographic alternatives

2.1 *Proposals for new institutions should address at least the following alternatives: (1) the possibility of establishing an educational center instead of a university campus or community college; (2) the expansion of existing institutions; (3) the increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months; (4) the shared use of existing or new facilities and programs with other postsecondary education institutions, in the same or other public systems or independent institutions; (5) the use of nontraditional modes of instructional delivery, such as "colleges without walls" and distance learning through interactive television and computerized instruction; and (6) private fund raising or donations of land or facilities for the proposed new institution.*

6.1 A cost-benefit analysis of alternatives, including a consideration of alternative sites for the new institution, must be articulated and documented. This criterion may be satisfied by the Environmental Impact Report, provided it contains a comprehensive analysis of the advantages and disadvantages of alternative sites.

The Antelope Valley district, with assistance from its consultants -- Maas, Rao, Taylor and Associates -- considered six alternatives to its final decision to receive the 100-acre gift from David P. Bushnell. Those alternatives include those listed and discussed below, and parallel the Commission's guidelines.

Educational center versus a college

This is listed as the first of the Commission's possible alternatives, but is irrelevant in the present case since the proposal is for a new center. Nevertheless, the district discussed the option briefly, since its long-range intent is to convert the center into the district's second community college campus. The date of the eventual conversion cannot be determined at the present time, since there are so many variables regarding funding and population growth to consider, but if adequate support and capital funding are provided, and the enrollment projections developed by the district and approved by the Demographic Research Unit prove reasonably accurate, conversion by the middle of the next decade (2000-2010) is probable.

Expansion of Antelope Valley College

The Antelope Valley district is a single-campus district at the present time. In its needs study, it lists a number of reasons why expansion of the existing Lancaster campus is a poor choice compared to creation of the Palmdale Center. These reasons include physical limitations of the existing campus, the need to construct new buildings, commuting problems from various parts of the district, the need to develop parking structures, possible class scheduling problems, and access difficulties that may impact historically underrepresented students in particular. The last of these reasons is discussed in the next section under "disadvantaged and historically underrepresented students."

The Lancaster campus is master planned for 20,000 headcount students on a 112.3-acre campus. Given that land area, a significant expansion is probably impractical from a physical planning standpoint, and inadvisable from an academic quality viewpoint. Given the enrollment projections for the district (Display 7), it is likely that the master-plan limit will be exceeded by about 2005, which alone militates against the idea of unlimited expansion in Lancaster. Yet there are three other reasons for rejecting the unlimited expansion of the Lancaster campus.

- Expansion of the Lancaster campus to accommodate anticipated enrollment growth through 2010 will necessitate both the purchase of additional land and the construction of additional classrooms and laboratories. Given the residential location of the Lancaster campus -- the campus is, or soon will be, surrounded by homes -- it is probable that land purchase costs would be high, could involve litigation, and would probably have to be consummated almost immediately. Compared to the 100-acres offered at no cost to the district, such an alternative is unattractive.
- Palmdale, not Lancaster, is the fastest growing community in the district, as shown in Display 7. Construction of new buildings at the proposed center, compared to building them on the Lancaster campus, will place services where they will be most needed in the future.
- Construction of a new center -- and probably a college in the long run -- will give one of the State's largest districts (at 2,000 square miles, the district is larger than 34 of California's counties) better geographical balance, and hence better access for potential students, particularly those who live to the southeast of the main campus.

Increased utilization of Antelope Valley College, including year-round operations

Unlike the California State University, and recently, the University of California, the community colleges do not develop comprehensive utilization studies for classrooms and laboratories. Consequently, it is difficult to evaluate the district's assertion that "The College staff has diligently developed a schedule of classes which

utilizes the existing facilities into the late afternoons as well as evenings and weekends" (1994, p. 27). Nevertheless, since existing space and utilization standards are incorporated in the calculation of capacity/load ratios, and since those ratios strongly suggest overcrowding, it is probable that utilization at the Lancaster campus is, in fact, quite high. To that, it should be added that the utilization standards employed by the community colleges are the highest in the nation (CPEC, 1990c), which also suggests that the facilities are well used in this district. These indicators suggest that a higher utilization rate is probably not a viable alternative to building the new center.

The question of year-round operations was not addressed at any length by the district, although it has been studied comprehensively in prior years, was examined favorably, if briefly, by the Board of Governor's Commission on Innovation, and is currently being examined again by the Board's Facilities Task Force that is due to report its findings early in 1995. The Commission on Innovation recommended broad implementation of year-round operations -- while noting that it might not work everywhere -- and concluded that it could save the State as much as $3.5 billion in construction and bond interest charges (1993, p. 100).

The difficulty with any analysis of year-round operations that only considers the issue of savings in construction costs is that it ignores the substantial increases in cost that can occur on the operations side of the budget. Those costs originate from the fact that State support often replaces fee support during the summer term, and the related fact that lower attendance during the summer tends to decrease class size, which results in higher instructional costs for the same number of students taught. At least in part, State-supported summer sessions tend to turn large colleges into small colleges, and few, if any, have been able to overcome the circular problem of small enrollments producing limited offerings, which produce low enrollments, which necessitate limited offerings, and so on. A comprehensive study conducted by the California State University -- which considered both support and capital outlay costs -- concluded that year-round operation was not cost effective, *even when enrollment during the summer term equaled 100 percent of the enrollment during the regular academic year* (1992, p. 23). The State University's study was only for its own system, of course, and therefore cannot be applied directly to the community colleges in general or to Antelope Valley in particular. Nevertheless, until a community college study that considers both support and capital outlay is produced, it is unlikely that year-round operations will become a serious possibility.

Increased use of existing facilities at other institutions

Given the unreasonable distances between the Lancaster/Palmdale area and all other postsecondary institutions, this option cannot be considered a credible alternative. The nearest public university is California State University, Northridge, which is not only over an hour's drive away but also in difficult physical straits due to the Northridge earthquake. The nearest community colleges are the College of

the Canyons (55 miles to the southwest of the Palmdale site) and Victor Valley College (53 miles to the east).

Use of nontraditional modes of instructional delivery

Because the district covers such a large geographic area, it is an ideal laboratory for distance learning technologies. Because of that, the district plans to use "instructional broadcast television, cable television, computer-based instruction, computer-video disc interactive systems, satellite linkages, audio tape learning systems, and virtual reality laboratories" (1994, p. 27). These technologies will permit the center to receive coursework from distant community colleges -- at some savings -- and will also permit the transmission of courses to remote locations.

Yet technology is not an unmixed blessing, and is not yet at such a stage of development that it can serve as a replacement for traditional instruction at the center itself, even though that center is planned to act as something of a technological base. The district spoke to several of the problems and possibilities in its needs study (pp. 27-28):

> Beyond question, all of these (technological) systems show great promise for supplementing classroom instructional programs and developing learning systems which permit students to pursue their learning in a self-paced, individualized mode. The drawback of these systems is the initial cost of hardware and the production or acquisition of suitable software. Another difficulty in implementing these modes of delivery lies in the nature of the learners themselves. To profit from technology-based instructional delivery alternatives, the learners must be receptive to technological devices, must have a cognitive style that permits them to learn in an independent, self-paced manner, and must have the discipline and the motivation to pursue learning on their own.
>
> Furthermore, the above mentioned nontraditional education methods require a faculty who are geared to the development, operation, and management of learning programs that essentially place each student in a separate classroom. Such an adjustment is not a simple one for many faculty members who are still struggling with computer literacy themselves.

At its present state of development, technological applications in education should be properly viewed as adjuncts or supplements to regular instructional processes. The Commission believes that technology, in numerous forms, is probably the wave of the future, and that various technological innovations can save some resources now. But it would be overly optimistic to think that technology alone could eliminate the need for a new center or college in an area growing as rapidly as the Antelope Valley. In the decades to come, the effects of technology will be felt at an increasing pace throughout higher education, but those effects will not occur overnight.

Private fund raising or donation of land or facilities

The acquisition of a 100-acre site at no cost to the State or the district is, of course, one of the strengths of the proposal. Further, the district has a formal agreement

with the City of Palmdale and the landowner/donor to share certain costs of infrastructure development, master planning, and environmental assessment. The site to be donated has a current appraisal value of $2 million; other benefits that will accrue to the district as the site is developed could extend that value above $5 million. The district adds that it is now engaged in private fund raising as never before, a phenomenon that was previously little known in the community colleges, but is certainly growing in popularity as funding restrictions continue.

Consideration of alternative sites

The district, after reviewing its long-term population and enrollment demographics, concluded in 1990 that a new center/campus would be essential. It was at about the same time that various State-level planning studies were being produced -- including several by the Commission -- that indicated forcefully that capital outlay funding would be in short supply, especially for site acquisition, which falls into the third of three priority categories employed by the Board of Governor's in evaluating capital outlay requests from the districts.

For these reasons, the district decided that a site purchase would almost certainly be out of the question, and it consequently established a primary criteria for its site search that any site considered would have to be donated. It also established a minimum site size of 100 acres. Those two criteria, formidable as they seemed at the time, produced an initial list of five possibilities. Further analysis of the suitability of the sites, which involved discussions with the owners and various city and county officials, led to a reduction of the list to two strong possibilities, both of which were visited by both Chancellor's Office and Commission staff. Ultimately, the Bushnell site was chosen for the following reasons:

- The site's location in relation to area demographics.
- The feasibility of providing infrastructure for the site.
- The development advantages of 100 contiguous acres.
- Acquisition at no cost.
- The potential for annexation by the City of Palmdale.
- Proximity to Palmdale International Airport in conjunction with approval by the State Department of Aeronautics.
- The present and planned surface street circulation system.
- The feasibility of completing an environmental impact report for the site.
- Strong support from local agencies and residents.

None of the other sites came close to offering a similar array of advantages.

Criteria 3 and 7
Demographics, physical characteristics, and service to the disadvantaged

3.1 *The new institution must facilitate access for disadvantaged and historically underrepresented groups.*

7.1 *The physical, social, and demographic characteristics of the location and surrounding service areas for the new institution must be included.*

The district's 1990 Facilities Master Plan contains a useful summary of the physical characteristics of the Antelope Valley:

> The District is 1,945 square miles in area and is approximately 70 miles wide in the east-west direction and 40 miles north-south. Roughly two thirds of the District area comprises the nearly level high desert region known as Antelope Valley, part of the Mojave Desert. The remaining third forms the south boundary and consists largely of small valleys or mountains: Soledad Canyon, Leona and Sierra Pelona Valley, and the San Gabriel and Sierra Pelona Mountains.
>
> The climate of the region is typical of an inland region excluded from coastal marine influence by the San Gabriel Mountains. It can be characterized as being much cooler than the L.A. Basin in the winter and warmer in the summer. It also has high diurnal (day-to-night) temperature swings typical of a climate with a low average relative humidity and a very high percentage (80%) of clear days. It is quite windy, with daily prevailing winds from the west-southwest often exceeding 25 mph.
>
> One would assume that such a desert climate would be dominated by high temperatures and the need for cooling. But it is actually the reverse and dominated on an annual basis by the need for heating. This is due to the relatively high elevation at the College (2,400 ft.) and the accentuation of cooling by the prevailing winds which can be quite chilling outdoors.

Display 10 on the next page shows many of the demographic characteristics of the area surrounding the proposed Palmdale Center. Since it has been demonstrated repeatedly that proximity to community college services has a great bearing on attendance rates, the district presented census data and projections for the area within a ten-mile radius of the proposed new institution. That area at the present time is predominantly White, but the projections indicate that all other racial/ethnic groups are gaining rapidly in population shares. As of the 1990 census, the area was 22.2 percent Hispanic, but that share is expected to grow to 25.7 percent by 1998. Similarly, Asian/Pacific Islanders are projected to grow from 3.7 percent to 6.4 percent, while the Black population is projected to grow from 6.4 to 8.0 percent.

It appears that Palmdale is also growing older. Currently, the average age is 28.4 years, but by 1998, that is expected to grow by almost two full years to 30.2. In part, this is because Palmdale is gaining from an exodus of retired persons from the Los Angeles basin, but it is also due to the fact that people in general are living longer than ever before.

There are a significant number of low-income households in the immediate area of the proposed center, as indicated in Display 11 on page 31, and the district be-

DISPLAY 10 Population Demographics for the Region within Ten Miles of the Proposed Palmdale Education Center, 1990, 1993, and 1998

Item		1990 Census Number	1990 Census Percent	1993 Estimate Number	1993 Estimate Percent	1998 Projection Number	1998 Projection Percent
Population		96,571	100.0%	115,513	100.0%	143,154	100.0%
Number in group quarters		662	0.68%	786	0.68%	909	0.64%
Households	1 person	4,477	14.6%	4,789	13.5%	4,929	11.8%
	2 persons	8,228	26.8%	9,006	25.4%	9,625	23.1%
	3-4 persons	12,364	40.3%	14,928	42.1%	18,592	44.7%
	5+ persons	5,535	18.0%	6,702	18.9%	8,432	20.2%
	Total	30,604	100.0%	35,424	100.0%	41,577	100.0%
Average Household Size		3.13		3.24		3.42	
Families		24,484		28,806		34,641	
Race	White	73,507	76.1%	85,083	73.6%	100,548	70.2%
	Black	6,224	6.4%	8,266	7.1%	11,462	8.0%
	Asian/Pacific Islander	3,590	3.7%	5,231	4.5%	9,219	6.4%
	American Indian	970	1.0%	853	0.7%	563	0.3%
	Other	12,280	12.7%	16,080	13.9%	21,363	14.9%
	Total	96,571	100.0%	115,513	100.0%	143,155	100.0%
Hispanic Origin		21,406	22.1%	27,236	23.5%	36,812	25.7%
Age	0 - 5	13,715	14.2%	15,592	13.4%	18,064	12.6%
	6 - 13	14,471	14.9%	17,534	15.1%	20,921	14.6%
	14 - 17	5,023	5.2%	5,959	5.1%	7,472	5.2%
	18 - 20	3,395	3.5%	3,530	3.0%	4,637	3.2%
	21 - 24	4,835	5.0%	5,300	4.5%	6,727	4.6%
	25 - 34	21,669	22.4%	25,493	22.0%	30,106	21.0%
	35 - 44	15,106	15.6%	18,892	16.3%	24,362	17.0%
	45 - 54	7,733	8.0%	9,761	8.4%	13,755	9.6%
	55 - 64	5,137	5.3%	6,067	5.2%	7,529	5.2%
	65 - 74	3,580	3.7%	4,445	3.8%	5,286	3.6%
	75 - 84	1,553	1.6%	2,153	1.8%	2,989	2.0%
	85 and over	355	0.3%	785	0.6%	1,303	0.9%
	Total	96,572	100.0%	115,511	99.9%	143,151	99.9%
Median Age		28.40		29.40		30.20	
Males	0 - 20	18,928	38.5%	22,436	38.4%	26,462	36.6%
	21 - 44	21,042	42.8%	25,387	43.5%	31,183	43.1%
	45 - 64	6,660	13.5%	7,745	13.2%	10,736	14.8%
	65 - 84	2,312	4.7%	2,554	4.3%	3,546	4.9%
	85 and over	119	0.2%	157	0.2%	342	0.4%
	Total	49,061	100.0%	58,279	100.0%	72,269	100.0%
Females	0 - 20	17,676	37.2%	20,180	35.2%	24,632	34.7%
	21 - 44	20,567	43.2%	24,298	42.4%	30,015	42.3%
	45 - 64	6,210	13.0%	8,083	14.1%	10,548	14.8%
	65 - 84	2,821	5.9%	4,045	7.0%	4,730	6.6%
	85 and over	236	0.4%	628	1.0%	961	1.3%
	Total	47,510	100.0%	57,234	100.0%	70,886	100.0%
Owner-Occupied Households		22,160	72.4%	25,888	73.1%	30,689	73.8%
Renter-Occupied Households		8,443	27.6%	9,536	26.9%	10,888	26.2%

Source: Adapted from Antelope Valley Community College District, 1994, p. 12

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lieves that the existence of the center, and perhaps ultimately a full-service college, will do a great deal to enhance educational opportunities in the region. Experience with other centers and colleges around the State supports this belief strongly, as the Commission has demonstrated consistently that, at least to a degree, "proximity is destiny."

To serve certain groups of students who may not be familiar with the procedures, practices, and disciplines of higher education, or who may require remediation or special language instruction, the district is proposing an array of student services similar to those offered at Antelope Valley College. These services certainly include the kind of financial aid packages that are generally available in all community colleges, but the district will also offer basic skills courses, English as a Second Language, disabled students programs (DSPS -- Disabled Students Programs and Services), and a group of services in the following areas:

- Admission to the college;
- Tests in writing, reading, and mathematics;
- Orientation to the college;
- Assessment of abilities and interests;
- Counseling and advising;
- Registration and records
- Follow-up of student progress
- Support services for special students

In designing the center, the district will observe the requirements of the Americans with Disabilities Act to ensure convenient access for the physically handicapped.

DISPLAY 11 Household Incomes Below $10,000 and $20,000 in the Antelope Valley Community College District, 1990

City and Zip Code[1]	Total Number of Households	Number Below $10,000	Percent Below $10,000	Number Below $20,000	Percent Below $20,000
Acton 93510	2,592	104	4.0%	251	9.7%
Lake Hughes 93532	863	55	6.4%	137	15.9%
Lancaster 93534	13,715	1,660	12.1%	3,429	25.0%
Lancaster 93535	18,997	1,634	8.6%	3,685	19.4%
Lancaster 93536	13,969	1,090	7.8%	2,319	16.6%
Littlerock 93543	3,367	323	9.6%	633	18.8%
Llano 93544	448	42	9.3%	94	21.0%
Palmdale 93550	19,251	1,733	9.0%	3,696	19.2%
Palmdale 93551	8,054	379	4.7%	926	11.5%
Palmdale 93552	4,604	276	6.0%	594	12.9%
Pearblossom 93553	451	33	7.4%	83	18.5%
Rosamond 93560	3,976	493	12.4%	1,185	29.8%
Valvermo 93563	568	36	6.3%	106	18.6%
Palmdale 93591	2,102	135	6.4%	315	15.0%
District Totals	92,957	7,991	8.5%	17,454	18.7%
Palmdale Totals	40,421	2,982	7.3%	6,499	16.0%

1. Italicized cities are in the Palmdale Center service area.

Source: Antelope Valley Community College District, 1994.

Criterion 4
Academic planning and program justification

4.1 *The programs projected for the new institution must be described and justified. An academic master plan, including a general sequence of program and degree level plans, and an institutional plan to implement such State goals as access; quality; intersegmental cooperation; and diversification of students, faculty, administration, and staff for the new institution, must be provided.*

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The district completed work on a comprehensive Educational Master Plan in 1992, a plan that envisions three colleges/centers to serve a rapidly growing area. That plan included a 1990 Facilities Master Plan that projected development at the Lancaster campus and anticipated, in general terms, the need for expansion to other sites.

As with most good master planning processes, the Antelope Valley district sought the counsel -- directly in most cases -- of many constituencies throughout the district, including faculty, students, administrators, local business interests, community organizations, and private citizens. A planning methodology was developed that began with a review of the district's mission and previous educational planning, then proceeded to collect enrollment data by discipline, assess existing programs and support services, and survey employment needs in the region. From there, determinations were made of future programmatic needs, of programs in need of expansion, continuation, or elimination. The process took three years and involved assistance from several professional consultants. Ultimately, it led to the following conclusions (1992, p. 1):

- At the outset, Antelope Valley College should expand with a one college, multi-center/campus organizational structure. This will need to be evaluated in the future. Initially there should be one president, one set of vice presidents, and one set of academic deans and directors, and one facilities planning and development office.
- All students must have access to the full range of student services at each location.
- Educational programs and support services will be administered on a district-wide basis.
- There should be one academic senate with consideration for the unique needs of each location.
- A solid set of support services is essential for the instructional programs to meet their missions.
- A learning center, library and audiovisual services are required at each location.
- Programs which require extensive laboratory space and expensive equipment will not be duplicated at each new center/campus.
- Advancements in electronic technologies are to be used wherever possible.
- Duplicate course numbering in selected subject areas should be utilized when it promotes interdisciplinary study or provides flexibility for student program planning.
- One office of institutional research will serve the needs of each center/campus.
- One college foundation and one legal service will meet the needs of each center/campus.

With those general understandings, the district went on to provide a number of assumptions that will govern development of the Palmdale Center (p. 2):

- The program of study at AVC Southeast [the Palmdale Center] will begin with basic lecture classes.
- Limited laboratory offerings will be available in science, computer related courses, fine arts, and physical education, as examples. These will increase as the student body grows.
- Full programs will be offered in certain disciplines which will provide core transfer courses, some vocational courses, developmental education, and courses of special interest to the community.
- When clinical facilities are available, the district will review offering registered and vocational nursing.

These assumptions led to the construction of the array of curricular offerings for the Palmdale Center listed in Display 12 below.

DISPLAY 12 Instructional Offerings Projected for the Palmdale Center, Assuming an Opening Enrollment of 2,942 Headcount Students

Instructional Discipline	Number of Sections	Instructional Discipline	Number of Sections
Biological Science	7	Consumer Education/Child Development	10
Business/Management	67	Humanities	19
Computer and Information Science	13	Mathematics	15
Education/Physical Education	18	Physical Science	5
Engineering/Technology	24	Psychology	35
Fine and Applied Arts	18	Public Affairs and Services	6
Foreign Language	14	Social Science	32
Health Occupations	10	Interdisciplinary	48
		Total Number of Sections	320

Source: Antelope Vally Community College District, 1994, p. 31.

Criterion 5 Funding projections

5.1 *A cost analysis of both capital outlay estimates and projected support costs for the new institution, and possible options for alternative funding sources, must be provided.*

The current five-year plan for the community colleges calls for the expenditure of about $19.3 million for the first phase of the Palmdale Center. This includes $1.9 million for on- and off-site development to be appropriated in 1996-97 and 1997-98, and $17.4 million to be appropriated over a four-year period beginning in 1997-98 for the construction of 56,945 assignable square feet (ASF). The district's 1994 needs study presents somewhat different numbers, as shown in Display 13 on page 34. These phases call for the construction of 302,134 assignable square feet at a total cost of $51.9 million, or $172 per square foot of usable space.

In viewing this projection, it is necessary to emphasize the word "tentative." The uncertainties of the current fiscal climate are so dominant that it is difficult to take

DISPLAY 13 Tentative Capital Outlay Budget for the Palmdale Center of the Antelope Valley Community College District

Building Phase	Date of Occupancy	Assignable Square Feet	Projected Total Building Cost
1	1998	79,549	$15,890,000
2	2002	36,667	5,940,000
3	2006	51,450	8,335,000
4	2010	64,914	10,516,000
5	2015	69,554	11,268,000
Total		302,134	$51,949,000

Source: Antelope Valley Community College District, 1994, p. 34

any long-range projection of construction costs seriously. In all probability, the district would have much preferred to say as little as possible on this subject, but since the Commission's guidelines require a projection of costs, district officials have provided one. The reality, given the defeat of Proposition 1C, is that capital funding is in grave doubt at the present time, and as noted in Part Two of this report, the lack of funding will doubtless cause delays in all capital outlay funding schedules.

As to the projections offered by the district, it is likely that the cost estimates are understated. In the Commission's report on the Madera County Center, which is similar to the Palmdale Center in that it is also in a high growth area and will eventually become a full-service college, a much more detailed estimate was developed by the State Center Community College District, and that estimate at buildout was for $106.5 million. Further, in *Higher Education at the Crossroads* (1990b), the Commission suggested a general estimate of $100 million for a full-service community college with 8,000 students based on 1988 dollars. Accordingly, when the Antelope Valley district presents its formal funding proposal to the Chancellor's Office for consideration -- which should occur early next year -- it seems likely that the estimate contained in the needs study will increase.

On the support side of the equation, the district provided no support budget projection. From previous studies, however, a budget of $4 to $5 million would be typical for a center of about 3,000 headcount students, which is the center's projected opening enrollment. Yet few centers have opened with that large an enrollment, so the initial costs could be less than anticipated.

Criterion 7.2
Geographic and physical accessibility

7.2 *There must be a plan for student, faculty, and staff transportation to the proposed location. Plans for student and faculty housing, including projections of needed on-campus residential facilities, should be included if appropriate. For locations that do not plan to maintain student on-campus residences, reasonable commuting time for students — defined generally as not exceeding a 30-45 minute automobile drive (including time to locate parking) for a majority of the residents of the service area — must be demonstrated.*

The Palmdale site is about 19 miles from the existing Lancaster campus, a distance that normally requires about a half hour to traverse. In the future, as the population continues to grow, it is likely that that time will increase. Display 14 on the opposite page shows the distances and travel times from various parts of the district, between the Lancaster campus and the proposed Palmdale Center, and be-

DISPLAY 14 Travel Times and Distances within the Antelope Valley Community College District and to the Nearest California Community Colleges in other Districts

Origin	Destination	Miles	Driving Time in Minutes
Within the Antelope Valley Community College District			
1. Antelope Valley Community College District	Palmdale Center	19	30
2. Lake Los Angeles	Palmdale Center	29	38
3. East Boundary, Antelope Valley Community College District	Palmdale Center	27	36
4. Southwest Boundary, Antelope Valley Community College District	Palmdale Center	33	35
5. North Boundary, Antelope Valley Community College District	Palmdale Center	36	55
6. Northwest Boundary, Antelope Valley Community College District	Palmdale Center	68	96
7. Northeast Boundary, Antelope Valley Community College District[1]	Palmdale Center	32	38
8. North Boundary, Antelope Valley Community College District	Lancaster Campus	26	35
9. West Boundary, Antelope Valley Community College District	Lancaster Campus	49	64
10. Southwest Boundary, Antelope Valley Community College District	Lancaster Campus	48	52
11. East Boundary, Antelope Valley Community College District	Lancaster Campus	34	45
12. Northeast Boundary, Antelope Valley Community College District	Lancaster Campus	25	33
Between the Palmdale Center and Community Colleges in Other Districts			
1. College of the Canyons	Palmdale Center	51	61
2. Victor Valley College	Palmdale Center	53	62
3. Los Angeles Mission College	Palmdale Center	58	69

1. To Edwards Air Force Base

Source: Antelope Valley Community College District, 1994, Exhibit U.

tween the Palmdale Center and the nearest community colleges. Although not listed in the display, the nearest four-year institution, public or private, is California State University, Northridge, which lies 62 miles to the southwest (about one hour and ten minutes driving time).

As is often the case for proposals at this stage of development, public transportation issues have not been resolved. The district has offered assurances, however, that public transportation issues will be carefully considered as the center moves closer to admitting students later in the decade. In most cases, of course, students travel to community colleges by automobile, and since the site is proximate to the Antelope Valley freeway (State Highway 14) and Pearblossom Highway (State Route 138), as shown in Display 3, access should be more than adequate.

Criterion 8
Environmental and social impact

8.1 *The proposal must include a copy of the final environmental impact report. To expedite the review process, the Commission should be provided all information related to the environmental impact report process as it becomes available to responsible agencies and the public.*

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The Palmdale Center is part of a 540-acre master planned residential/commercial/educational development. As of this writing, the Environmental Impact Report (EIR) is in the developmental stage, but a draft of the report should become available in the near future. The district has committed itself to providing the Commission with a copy of the report, and with related materials, as they become available.

It should be noted that the Commission is not a "responsible agency" as that term is generally understood and defined under the provisions of the California Environmental Quality Act (CEQA). The Commission's interest in the Environmental Impact Report process, therefore, is not one of legal standing, but relates to facets of the process that may impact its guidelines for the review of new institutions. Environmental Impact Reports generally contain much useful information related to transportation access, population concentrations, air traffic patterns, and other matters that can impact a site's general suitability. Although the Environmental Impact Report for the PalmdaleCenter is not yet complete, district officials have indicated that, with one exception, there are no known environmental impediments to construction of the center that cannot be mitigated.

The exception involved the potential danger of locating the center at the selected site in Palmdale: the site is located almost on top of the San Andreas Fault, as Display 23 shows. District officials and the developers of the entire 540-acre complex are aware of this problem and are willing to live with it, but it is probable that the environmental impact report, when completed, will have to give serious consideration to the problem. Possible consequences for the district and the State could include additional seismic reinforcing of the structures, possibly beyond the requirements of the Field Act. The Chancellor's Office, at such time as funding becomes available for the project, will have to give this problem its close attention.

Criteria 9.1 and 9.3

Effects on other institutions

9.1 *Other systems, institutions, and the community in which the new institution is to be located should be consulted during the planning process, especially at the time that alternatives to expansion are explored. Strong local, regional, and or statewide interest in the proposed facility must be demonstrated by letters of support from responsible agencies, groups, and individuals.*

9.3 *The establishment of a new community college must not reduce existing and projected enrollments in adjacent community colleges — either within the district proposing the new college or in adjacent districts — to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.*

Although it is growing rapidly, the Antelope Valley remains an isolated area from major population centers. At the present time, Antelope Valley College is the only regionally accredited public or private postsecondary educational institution in the area. As shown in Display 14, the nearest community college is the College of the Canyons in Santa Clarita, some 51 miles to the southwest. The nearest

public or private four-year institution is California State University, Northridge, which is also located to the southwest at a distance of 62 miles.

Distances of this magnitude render moot the question of unnecessary duplication of programs or other adverse effects on neighboring institutions. Nevertheless, the district did endeavor to advise neighboring institutions of its plans, and included letters of support in its needs study (Appendix E). Strong letters of support were received from the superintendents and/or presidents of the Santa Clarita, Victor Valley, Kern, and Chaffey Community College Districts, and another supportive letter has been promised by California State University, Northridge.

Community support also appears to be strong. There is no known opposition to the project, and warm and sustained support has been received in writing from the City of Palmdale, the City of Lancaster, the Lancaster School District, the Antelope Valley Union High School District, the Palmdale School District, the Eastside Union School District, and numerous corporate interests including the Lockheed Corporation.

Criterion 10
Economic efficiency

10.1 *Since it is in the best interests of the State to encourage maximum economy of operation, priority shall be given to proposals for new institutions where the State of California is relieved of all or part of the financial burden. When such proposals include gifts of land, construction costs, or equipment, a higher priority shall be granted to such projects than to projects where all costs are born by the State, assuming all other criteria listed above are satisfied.*

10.2 *A higher priority shall be given to projects involving intersegmental cooperation, provided the systems or institutions involved can demonstrate a financial savings or programmatic advantage to the State as a result of the cooperative effort.*

This final criterion in the Commission's guidelines was added in 1992 in recognition of the fact that capital funding was becoming increasingly restricted. The 1992 General Obligation Bond issue even contained a rider that none of the bond proceeds could be used for site acquisition, and while that rider was not included in the recently defeated Proposition 1C, both the Chancellor's Office and the Commission have advised community college districts throughout the State that proposals involving State funds for site acquisition would probably occupy such a low priority that funding would be doubtful.

With those facts in mind, the Antelope Valley district decided at a very early stage that it would look only for donated sites, and it did so in spite of the fact that land costs in the Lancaster/Palmdale area are not high compared to costs in urban areas where site purchases would generally be prohibitively expensive in today's fiscal climate. The 100-acre site to be donated by David P. Bushnell represents a major economic benefit to both the State and the district, since its value has been estimated at $2 million. In addition to that, planning and infrastructure donations from both the City of Palmdale and the developer are estimated to be worth anoth-

er $3.25 million. Such amounts are very much in the spirit as well as the letter of the Commission's tenth criterion.

With regard to intersegmental cooperation, there are no two- or four-year institutions in the area with which to cooperate with direct exchanges of students, faculty, staff, or programming. In spite of that problem of isolation, however, the district has extensive plans for telecommunications cooperation with neighboring community colleges, and eventually with various four-year institutions as well. These plans are not well developed at the present time -- academic planning for the institution will continue for the next several years -- but the district has indicated its definite intention to make technology a strong presence at the center. This will be expensive, of course, but the district hopes to encourage both corporate and private donations to the center that will defray some of the equipment costs. The district is well aware of the educational possibilities that computers and telecommunications will make possible in the coming years. The exact configuration of those possibilities, however, remains unknown at the present time.

Conclusion Because the proposal for the Palmdale Center meets these Commission criteria, the Commission recommends its approval, as explained on pages 3-4 above.

Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers

Introduction[1]

Commission responsibilities and authority regarding new campuses and centers

Section 66904 of the California Education Code expresses the intent of the Legislature that the sites for new institutions or branches of public postsecondary education will not be authorized or acquired unless recommended by the Commission:

> It is the intent of the Legislature that sites for new institutions or branches of the University of California and the California State University, and the classes of off-campus centers as the Commission shall determine, shall not be authorized or acquired unless recommended by the Commission.
>
> It is further the intent of the Legislature that California community colleges shall not receive State funds for acquisition of sites or construction of new institutions, branches or off-campus centers unless recommended by the Commission. Acquisition or construction of non-State-funded community colleges, branches and off-campus centers, and proposals for acquisition or construction shall be reported to and may be reviewed and commented upon by the Commission.

Evolution and purpose of the guidelines

In order to carry out its given responsibilities in this area, the Commission adopted policies relating to the review of new campuses and centers in April 1975 and revised those policies in September 1978 and September 1982. Both the 1975 document and the two revisions outlined the Commission's basic assumptions under which the guidelines and procedures were developed and then specified the proposals subject to Commission review, the criteria for reviewing proposals, the schedule to be followed by the segments when submitting proposals, and the contents of the required "needs studies."

In 1990, the Commission approved a substantive revision of what by then was called *Guidelines for Review of Proposed Campuses and Off-Campus Centers.* Through that revision, the Commission sought to incorporate a statewide planning agenda into the quasi-regulatory function the guidelines have always represented, and the result was a greater systemwide attention to statewide perspectives than had previously been in evidence. These new guidelines called for a statewide plan from each of the systems, then a "Letter of Intent" that identified a system's plans to create one or more new institutions, and finally, a formal needs study for the proposed new institution that would provide certain prescribed data elements and satisfy specific criteria. At each stage of this process, the Commission would be able to comment either positively or negatively, thereby ensuring that planning for a new campus or center would not proceed to a point where it could not be reversed should the evidence indicate the necessity for a reversal.

This three-stage review concept statewide plan, preliminary review, then final review appears to be fundamentally sound, but some clarifications of the 1990 document have nevertheless become essential, for several reasons:

- In those *Guidelines*, the Commission stated only briefly its requirements for a statewide plan and for letters of intent. These requirements warrant greater clarification,

1 Adapted from: California Postsecondary Education Commission: CPEC Report 92-18, August 1992.

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particularly regarding the need for intersystem cooperation, to assist the systems and community college districts in the development of proposals.

- The 1990 *Guidelines* assumed that a single set of procedures could be applied to all three public systems. In practice, this assumption was overly optimistic, and this 1992 revision more specifically recognizes the major functional differences among the three systems.

- The procedures for developing enrollment projections need to be altered to account for the curtailment of activities created by the severe staffing reductions at the Demographic Research Unit of the Department of Finance, which have eliminated its ability to make special projections for community college districts and reduced its capacity to project graduate enrollments.

- The unprecedented number of proposals emanating from the community colleges, as well as the staff reductions experienced by the Commission, require a streamlining of the approval process. Consequently, certain timelines have been shortened, and all have been clarified as to the duration of review at each stage of the process.

- Over the years, the distinctions among several terms, such as college," "center," and "institution," have become unclear.

By 1992, experience with the 1990 procedures suggested that they needed revision in order to overcome these problems and accommodate the changed planning environment in California, particularly related to California's diminished financial resources and growing college-age population.

Policy assumptions used in developing these guidelines

The following six policy assumptions are central to the development of the procedures and criteria that the Commission uses in reviewing proposals for new campuses and off-campus centers:

1. It is State policy that each resident of California who has the capacity and motivation to benefit from higher education will have the opportunity to enroll in an institution of higher education. The California Community Colleges shall continue to be accessible to all persons at least 18 years of age who can benefit from the instruction offered, regardless of district boundaries. The California State University and the University of California shall continue to be accessible to first-time freshmen among the pool of students eligible according to Master Plan eligibility guidelines. Master Plan guidelines on undergraduate admission priorities will continue to be (1) continuing undergraduates in good standing; (2) California residents who are successful transfers from California public community colleges; (3) California residents entering at the freshman or sophomore level; and (4) residents of other states or foreign countries.

2. The differentiation of function among the systems with regard to institutional mission shall continue to be as defined by the State's Master Plan for Higher Education.

3. The University of California plans and develops its campuses and off-campus centers on the basis of statewide need.

4. The California State University plans and develops its campuses and off-campus centers on the basis of statewide needs and special regional considerations.

5. The California Community Colleges plan and develop their campuses and off-campus centers on the basis of local needs.

6. Planned enrollment capacities are established for and observed by all campuses of public postsecondary education. These capacities are determined on the basis of statewide and institutional economies, community and campus environment, physical limitations on campus size, program requirements and student enrollment levels, and internal organization. Planned enrollment capacities are established by the governing boards of community college districts (and reviewed by the Board of Governors of the California Community Colleges), the Trustees of the California State University, and the Regents of the University of California.

Definitions

For the purposes of these guidelines, the following definitions shall apply:

Outreach Operation (all systems): An outreach operation is an enterprise, operated away from a community college or university campus, in leased or donated facilities, which offers credit courses supported by State funds, and which serves a student population of less than 500 full-time-equivalent students (FTES) at a single location.

Educational Center (California Community Colleges): An educational center is an off-campus enterprise owned or leased by the parent district and administered by a parent college. The center must enroll a minimum of 500 full-time-equivalent students, maintain an on-site administration (typically headed by a dean or director, but not by a president, chancellor, or superintendent), and offer programs leading to certificates or degrees to be conferred by the parent institution.

Educational Center (The California State University): An educational center is an off-campus enterprise owned or leased by the Trustees and administered by a parent State University campus. The center must offer courses and programs only at the upper division and graduate levels, enroll a minimum of 500 full-time-equivalent students, maintain an on-site administration (typically headed by a dean or director, but not by a president), and offer certificates or degrees to be conferred by the parent institution. Educational facilities operated in other states and the District of Columbia shall not be regarded as educational centers for the purposes of these guidelines, unless State capital outlay funding is used for construction, renovation, or equipment.

Educational Center (University of California): An educational center is an off-campus enterprise owned or leased by the Regents and administered by a parent University campus. The center must offer courses and programs only at the upper division and graduate levels, enroll a minimum of 500 full-time-equivalent students, maintain an on-site administration typically headed by a dean or director, but not by a chancellor), and offer certificates or degrees to be conferred by the parent institution. Organized Research Units (ORUs) and the Northern and Southern Regional Library Facilities shall not be regarded as educational centers. Educational facilities operated in other states and the District of Columbia shall not be regarded as educational centers unless State capital outlay funding is used for construction, renovation, or equipment.

College (California Community Colleges): A full-service, separately accredited, degree and certificate granting institution offering a full complement of lower-division programs and services, usually at a single campus location owned by the district; colleges enroll a minimum of 1,000 full-time-equivalent students. A college will have its own administration and be headed by a president or a chancellor.

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University Campus (University of California and The California State University): A separately accredited, degree-granting institution offering programs at the lower division, upper division, and graduate levels, usually at a single campus location owned by the Regents or the Trustees; university campuses enroll a minimum of 1,000 full-time-equivalent students. A university campus will have its own administration and be headed by a president or chancellor.

Institution (all three systems): As used in these guidelines, "institution" refers to an educational center, a college, or a university campus, but not to an outreach operation.

Projects subject to Commission review

New institutions (educational centers, campuses, and colleges) are subject to review, while outreach operations are not. The Commission may, however, review and comment on other projects consistent with its overall State planning and coordination role.

Stages in the review process

Three stages of systemwide responsibility are involved in the process by which the Commission reviews proposals for new institutions: (1) the formulation of a long-range plan by each of the three public systems; (2) the submission of a "Letter of Intent to Expand" by the systemwide governing board; and (3) the submission of a "Needs Study" by the systemwide governing board. Each of these stages is discussed below.

1. *The systemwide long-range plan*

Plans for new institutions should be made by the Regents, the Trustees, and the Board of Governors only after the adoption of a systemwide plan that addresses total statewide long-range growth needs, including the capacity of existing institutions to accommodate those needs. Each governing board should submit its statewide plan to the Commission for review and comment (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) before proceeding with plans for the acquisition or construction of new institutions. Each system must update its systemwide long-range plan every five years and submit it to the Commission for review and comment.

Each systemwide long-range plan should include the following elements:

- For all three public systems, a 15-year undergraduate enrollment projection for the system, presented in terms of both headcount and full-time-equivalent students (FTES). Such projections shall include a full explanation of all assumptions underlying them, consider the annual projections developed by the Demographic Research Unit of the Department of Finance, and explain any significant departures from those projections.
- For the University of California and the California State University, a systemwide 15-year graduate enrollment projection, presented with a full explanation of all assumptions underlying the projection.
- Each of the three public systems should provide evidence within the long-range plan of cooperative planning with California's other public systems, such as documentation of official contacts, meetings, correspondence, or other efforts to integrate its own planning with the planning efforts of the other public systems and with any independent colleges and universities in the area. The physical capacities of existing independent colleges and universities should be considered. If disagreements exist among the systems regarding such matters as enrollment projections or the scope, location, construction, or conversion of new facilities, the

long-range plan should clearly state the nature of those disagreements.

- For all three public systems, the physical and planned enrollment capacity of each institution within the system. Physical capacity shall be determined by analyzing existing capacity space plus funded capacity projects. Planned enrollment capacity shall be the ultimate enrollment capacity of the institution as determined by the respective governing board of the system -- Regents, Trustees, or Board of Governors.

- For all three public systems, a development plan that includes the approximate opening dates (within a range of plus or minus two years) of all new institutions -- educational centers, community colleges, and university campuses; the approximate capacity of those institutions at opening and after five and ten years of operation; the geographic area in which each institution is to be located (region of the State for the University of California, county or city for the California State University, and district for community colleges); and whether a center is proposed to be converted into a community college or university campus within the 15-year period specified.

- A projection of the capital outlay cost (excluding bond interest) of any new institutions proposed to be built within the 15-year period specified, arrayed by capacity at various stages over the fifteen-year period (e.g. opening enrollment of 2,000 FTES; 5,000 FTES five years later, etc.), together with a statement of the assumptions used to develop the cost projection.

- A projection of the ongoing capital outlay cost (excluding bond interest) of existing institutions, arrayed by the cost of new space to accommodate enrollment growth, and the cost to renovate existing buildings and infrastructure, together with a statement of the assumptions used to develop the cost projection, and with maintenance costs included only if the type of maintenance involved is normally part of a system's capital outlay budget.

2. *The "Letter of Intent to Expand"*

New university campuses: No less than five years prior to the time it expects its first capital outlay appropriation, the Regents or the Trustees should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information:

- A preliminary ten-year enrollment projection for the new university campus (from the campus's opening date), developed by the systemwide central office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance. The systemwide central office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage.

- The geographic location of the new university campus (region of the State for the University of California and county or city for the California State University).

- If the statewide plan envisions the construction or acquisition of more than one new institution, the reason for prioritizing the proposed university campus ahead of other new institutions should be specified.

- A time schedule for development of the new university campus, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages.

- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation.

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- A copy of the resolution by the governing board authorizing the new university campus.
- Maps of the area in which the proposed university campus is to be located, indicating population densities, topography, and road and highway configurations.

Conversion by the University of California or the California State University of an existing educational center to a university campus: No less than three years prior to the time it expects to enroll lower division students for the first time, the Regents or the Trustees should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information:

- The complete enrollment history (headcount and full-time-equivalent students) or the previous ten years history (whichever is less) of the educational center. A preliminary ten-year enrollment projection for the new university campus (from the campus's opening date), developed by the systemwide central office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance. The systemwide central office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage.
- If the statewide plan envisions the construction or acquisition of other new institution(s), the reason for prioritizing the proposed university campus ahead of other new institutions should be specified.
- A time schedule for converting the educational center and for developing the new university campus, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages.
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation for the new university campus.
- A copy of the resolution by the governing board authorizing conversion of the educational center to a university campus.
- Maps of the area in which the proposed university campus is to be located, indicating population densities, topography, and road and highway configurations.

New educational centers of the University of California and the California State University: No less than two years prior to the time it expects its first capital outlay appropriation, the Regents or the Trustees should submit to the Commission with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information:

- A preliminary five-year enrollment projection for the new educational center (from the center's opening date), developed by the systemwide central office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance. The systemwide central office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage.
- The location of the new educational center in terms as specific as possible. An area not exceeding a few square miles in size should be identified.
- If the statewide plan envisions the construction or acquisition of more than one new institution, the reasons for prioritizing the proposed educational center ahead of other new institutions should be specified.
- A time schedule for development of the new educational center, including preliminary

dates and enrollment levels at the opening, final buildout, and intermediate stages.

- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation.
- A copy of the resolution by the governing board authorizing the new educational center.
- Maps of the area in which the proposed educational center is to be located, indicating population densities, topography, and road and highway configurations.

New California Community Colleges: No less than 36 months prior to the time it expects its first capital outlay appropriation, the Board of Governors of the California Community Colleges should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information:

- A preliminary ten-year enrollment projection for the new college (from the college's opening date), developed by the district and/or the Chancellor's Office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance. The Chancellor's Office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage.
- The location of the new college in terms as specific as possible, usually not exceeding a few square miles.
- A copy of the district's most recent five-year capital construction plan.
- If the statewide plan envisions the construction or acquisition of more than one new institution within the 15-year term of the plan, the plan should prioritize the proposed new colleges in terms of three five-year intervals (near term, mid term, and long term). Priorities within each of the five-year periods of time shall be established through the Board of Governors five-year capital outlay planning process required by Supplemental Language to the 1989 Budget Act.
- A time schedule for development of the new college, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages.
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation.
- A copy of the resolution by the local governing board authorizing the new college.
- Maps of the area in which the proposed new college is to be located, indicating population densities, topography, and road and highway configurations.

New California Community College educational centers: No less than 18 months prior to the time it expects its first capital outlay appropriation, the Board of Governors of the California Community Colleges should submit to the Commission (with copies to the Department of Finance, the Demographic Research Unit, and the Office of the Legislative Analyst) a "Letter of Intent to Expand." This letter should contain the following information:

- A preliminary five-year enrollment projection for the new educational center (from the center's opening date), developed by the district and/or the Chancellor's Office, which should be consistent with the statewide projections developed annually by the Demographic Research Unit of the Department of Finance. The Chancellor's Office may seek the advice of the Unit in developing the projection, but Unit approval is not required at this stage.

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- The location of the new educational center in terms as specific as possible, usually not exceeding a few square miles.
- A copy of the district's most recent five-year capital construction plan.
- If the statewide plan envisions the construction or acquisition of more than one new institution within the 15-year term of the plan, the plan should prioritize the proposed new centers in terms of three five-year intervals (near term, mid term, and long term). Priorities within each of the five-year periods of time shall be established through the Board of Governors five-year capital outlay planning process required by Supplemental Language to the 1989 Budget Act.
- A time schedule for development of the new educational center, including preliminary dates and enrollment levels at the opening, final buildout, and intermediate stages.
- A tentative ten-year capital outlay budget starting on the date of the first capital outlay appropriation.
- A copy of the resolution by the local governing board authorizing the new educational center.
- Maps of the area in which the proposed educational center is to be located, indicating population densities, topography, and road and highway configurations.

3. *Commission response to the "Letter of Intent to Expand"*

Once the "Letter of Intent to Expand" is received, Commission staff will review the enrollment projections and other data and information that serve as the basis for the proposed new institution. If the plans appear to be reasonable, the Commission's executive director will advise the systemwide chief executive officer to move forward with site acquisition or further development plans. The Executive Director may in this process raise concerns about defects in the Letter of Intent to Expand that need to be addressed in the planning process. If the Executive Director is unable to advise the chief executive officer to move forward with the expansion plan, he or she shall so state to the chief executive officer prior to notifying the Department of Finance and the Legislature of the basis for the negative recommendation. The Executive Director shall respond to the chief executive officer, in writing, no later than 60 days following submission of the Letter of Intent to Expand to the Commission.

4. *Development of the "needs study"*

Following the Executive Director's preliminary recommendation to move forward, the systemwide central offices shall proceed with the final process of identifying potential sites for the new institution. If property for the new institution is already owned by the system, alternative sites must be identified and considered in the manner required by the California Environmental Quality Act. So as to avoid redundancy in the preparation of information, all materials germane to the environmental impact report process shall be made available to the Commission at the same time that they are made available to the designated responsible agencies. Upon approval of the environmental impact report by the lead agency, the systemwide central office shall forward the final environmental impact report for the site as well as the final needs study for the new institution to the Commission. The needs study must respond fully to each of the criteria outlined below, which collectively will constitute the basis on which the proposal for the new institution will be evaluated. The needs study shall be complete only upon receipt of the environmental impact report, the academic master plan, the special enrollment projection approved by the Demographic Research Unit, and complete responses to each of the criteria listed below.

5. *Commission action*

Once the Commission has received the completed needs study, the Excessive Director shall certify the completeness of that Needs Study to the systemwide chief executive officer. The Commission shall take final action on any proposal for a new institution according to the following schedule:

New university campus:

University of California: One Year
The California State University: One Year

New college:

California Community Colleges: Six Months

New Educational Center:

University of California: Six Months
The California State University: Six Months
California Community Colleges: Four Months

Once the Commission has taken action on the proposal, the Executive Director will notify the appropriate legislative committee chairs, the Department of Finance, and the Office of the Legislative Analyst.

Criteria for evaluating proposals

As stated in Sections 66903[2a] and 66903[5] of the Education Code, the Commission's responsibility is to determine "the need for and location of new institutions and campuses of public higher education." The criteria below follow that categorization:

Criteria related to need

1. Enrollment projections

1.1 Enrollment projections must be sufficient to justify the establishment of the "new institution," as that term is defined above. For a proposed new educational center, enrollment projections for each of the first five years of operation (from the center's opening date), must be provided. For a proposed new college or university campus, enrollment projections for each of the first ten years of operation (from the college's or campus's opening date) must be provided. When an existing educational center is proposed to be converted to a new college or university campus, the center's previous enrollment history, or the previous ten year's history (whichever is less) must also be provided.

As the designated demographic agency for the State, the Demographic Research Unit has the statutory responsibility for preparing systemwide and district enrollment. For a proposed new institution, the Unit will approve all projections of undergraduate enrollment developed by a systemwide central office of one of the public systems or by the community college district proposing the new institution. The Unit shall provide the systems with advice and instructions on the preparation of enrollment projections. Community College projections shall be developed pursuant to the Unit's instructions.

Undergraduate enrollment projections for new institutions of the University of California and the California State University shall be presented in terms of headcount and full-time-equivalent students (FTES). Lower-division enrollment projections for new institutions of the California Community Colleges shall be presented in terms of headcount students, Weekly Student Contact Hours (WSCH), and WSCH per headcount student.

Graduate and professional student enrollment projections shall be prepared by the systemwide central office proposing the new institution. In preparing these projections, the specific methodology and/or rationale generating the projections, an analysis of supply and demand for graduate education, and the need for new graduate and professional degrees, must be provided.

1.2 For a new University of California campus, statewide enrollment projected for the Univer-

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sity should exceed the planned enrollment capacity of existing University campuses and educational centers as defined in the systemwide long-range plan developed by the Regents pursuant to Item 1 of these guidelines. If the statewide enrollment projection does not exceed the planned enrollment capacity for the University system, compelling statewide needs for the establishment of the new university campus must be demonstrated. In order for compelling statewide needs to be established, the University must demonstrate why these needs deserve priority attention over competing systemwide needs for both support and capital outlay funding.

1.3 For a new University of California educational center, statewide enrollment projected for the University should exceed the planned enrollment capacity of existing University campuses and educational centers as defined in the systemwide long-range plan developed by the Regents pursuant to Item 1 of these guidelines. If the statewide enrollment projection does not exceed the planned enrollment capacity for the University system, compelling statewide needs for the establishment of the new educational center must be demonstrated. In order for compelling statewide needs to be established, the University must demonstrate why these needs deserve priority attention over competing needs in other sectors of the University for both support and capital outlay funding.

1.4 For a new California State University campus, statewide enrollment projected for the State University system should exceed the planned enrollment capacity of existing State University campuses and educational centers as defined in the systemwide long-range plan developed by the Board of Trustees pursuant to Item 1 of these guidelines. If the statewide enrollment projection does not exceed the planned enrollment capacity for the system, compelling regional needs must be demonstrated. In order for compelling regional needs to be demonstrated, the system must specify why these regional needs deserve priority attention over competing needs in other sectors of the State University system for both support and capital outlay funding.

1.5 For a new California State University educational center, statewide enrollment projected for the State University system should exceed the planned enrollment capacity of existing State University campuses and educational centers as defined in the systemwide long-range plan developed by the Board of Trustees pursuant to Item 1 of these guidelines. If the statewide enrollment projection does not exceed the planned enrollment capacity for the State University system, compelling statewide or regional needs for the establishment of the new educational center must be demonstrated. In order for compelling statewide or regional needs to be established, the State University must demonstrate why these needs deserve priority attention over competing needs in other sectors of the University for both support and capital outlay funding.

1.6 For a new community college or educational center, enrollment projected for the district proposing the college or educational center should exceed the planned enrollment capacity of existing district colleges and educational centers. If the district enrollment projection does not exceed the planned enrollment capacity of existing district colleges or educational centers, compelling regional or local needs must be demonstrated. The district shall demonstrate local needs by satisfying the requirements of the criteria specified in these guidelines. Regional and statewide needs shall be demonstrated by the Board of Governors through the long-range planning process.

2. Programmatic alternatives

2.1 Proposals for new institutions should address at least the following alternatives: (1) the possibility of establishing an educational center instead of a university campus or community college; (2) the expansion of existing institu-

tions; (3) the increased utilization of existing institutions, particularly in the afternoons and evenings, and during the summer months; 4) the shared use of existing or new facilities and programs with other postsecondary education institutions, in the same or other public systems or independent institutions; (5) the use of nontraditional modes of instructional delivery, such as "colleges without walls" and distance learning through interactive television and computerized instruction; and (6) private fund raising or donations of land or facilities for the proposed new institution.

3. Serving the disadvantaged

3.1 The new institution must facilitate access for disadvantaged and historically underrepresented groups.

4. Academic planning and program justification

4.1 The programs projected for the new institution must be described and justified. An academic master plan, including a general sequence of program and degree level plans, and an institutional plan to implement such State goals as access; quality; intersegmental cooperation; and diversification of students, faculty, administration, and staff for the new institution, must be provided.

5. Consideration of needed funding

5.1 A cost analysis of both capital outlay estimates and projected support costs for the new institution, and possible options for alternative funding sources, must be provided.

Criteria related to location

6. Consideration of alternative sites

6.1 A cost-benefit analysis of alternatives, including a consideration of alternative sites for the new institution, must be articulated and documented. This criterion may be satisfied by the Environmental Impact Report, provided it contains a comprehensive analysis of the advantages and disadvantages of alternative sites.

7. Geographic and pnysical accessibility

7.1 The physical, social, and demographic characteristics of the location and surrounding service areas for the new institution must be included.

7.2 There must be a plan for student, faculty, and staff transportation to the proposed location. Plans for student and faculty housing, including projections of needed on-campus residential facilities, should be included if appropriate. For locations that do not plan to maintain student on-campus residences, reasonable commuting time for students defined generally as not exceeding a 30-45 minute automobile drive (including time to locate parking) for a majority of the residents of the service area must be demonstrated.

8. Environmental and social impact

8.1 The proposal must include a copy of the final environmental impact report. To expedite the review process, the Commission should be provided all information related to the environmental impact report process as it becomes available to responsible agencies and the public.

9. Effects on other institutions

9.1 Other systems, institutions, and the community in which the new institution is to be located should be consulted during the planning process, especially at the time that alternatives to expansion are explored. Strong local, regional, and/or statewide interest in the proposed facility must be demonstrated by letters of support from responsible agencies, groups, and individuals.

9.2 The establishment of a new University of California or California State University campus or educational center must take into consideration the impact of a new facility on existing and

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projected enrollments in the neighboring institutions of its own and of other systems.

9.3 The establishment of a new community college must not reduce existing and projected enrollments in adjacent community colleges either within the district proposing the new college or in adjacent districts to a level that will damage their economy of operation, or create excess enrollment capacity at these institutions, or lead to an unnecessary duplication of programs.

Other considerations

10. Economic efficiency

10.1 Since it is in the best interests of the State to encourage maximum economy of operation, priority shall be given to proposals for new institutions where the State of California is relieved of all or part of the financial burden. When such proposals include gifts of land, construction costs, or equipment, a higher priority shall be granted to such projects than to projects where all costs are born by the State, assuming all other criteria listed above are satisfied.

10.2 A higher priority shall be given to projects involving intersegmental cooperation, provided the systems or institutions involved can demonstrate a financial savings or programmatic advantage to the State as a result of the cooperative effort.

TO: BOARD OF TRUSTEES

FROM: SUPERINTENDENT

COMMUNICATION NO. 7
Prepared by the Office of Facilities Planning
for Presentation to the Board of Trustees
September 27, 1993

SUBJECT: AUTHORIZATION TO SUBMIT A LETTER OF INTENT FOR CAMPUS SITE APPROVAL TO THE OFFICES OF CALIFORNIA COMMUNITY COLLEGES AND THE CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

A. BACKGROUND

This communication is related to Communication #6 on the same September 27, 1993, agenda.

Following Board of Trustee approval of Communication #6, the next step in the process of acquiring a new campus site is to file a letter of intent with the Chancellor's Office, California Community Colleges, and the California Postsecondary Education Commission.

The filing of a letter of intent to acquire a new campus site will set in motion the need for a significant amount of detailed data and materials to support the request.

Producing the necessary support documentation will require the assistance of consultant Michael Maas & Associates who is currently under contract with the college. College representatives and staff personnel will also be involved in gathering and producing the needed support documentation.

B. BUDGET IMPLICATIONS

The cost for consultant services necessary to develop the documentation to support State approvals of a new campus site plus travel expenses including trips to Sacramento for college representatives will be charged to the Special Reserve fund for buildings and campus development.

C. RECOMMENDATION

IT IS RECOMMENDED THAT THE BOARD OF TRUSTEES:

Authorize the submittal of a letter of intent for campus site approval to the Office of California Community Colleges and the California Postsecondary Education Commission.

Respectfully submitted,

Allan W. Kurki
Superintendent/President

Prepared by:

William G. Fellers, Assistant Superintendent
Facilities Planning & Campus Development

Office of Facilities Planning
Communication No. 7
AUTHORIZATION TO SUBMIT A LETTER OF INTENT
FOR CAMPUS SITE APPROVAL TO THE OFFICES OF
CALIFORNIA COMMUNITY COLLEGES AND THE
CALIFORNIA POSTSECONDARY EDUCATION COMMISSION. September 27, 1993

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ANTELOPE VALLEY COLLEGE

October 1, 1993

Dr. David Mertes
Chancellor, California Community College
1107 Ninth Street
Sacramento, CA 95814

Dear Dr. Mertes:

Over the past three years, Antelope Valley Community College District has undertaken an extensive master planning effort. Elements included in this overall planning process include a district-wide educational master plan and accompanying facilities master plan. As you are aware, the 1991 Board of Governor's Long Range Master Plan indicated that this district should have two additional sites: a near-term site in the Southeastern portion of the District and a long-term site in the Northwest portion of the District.

Since June, 1991, the District and the consulting firm of Maas, Rao, Taylor and Associates has been actively seeking a donated site in the Southern portion of the District. In June, 1992, a potential donated site was identified in the Southeast Palmdale area. David P. Bushnell, owner of the property, has agreed to donate 100 acres of property for the proposed campus.

On October 15, 1992, Alan Petersen, Art Johnson and Bill Storey toured this site and indicated the site had sufficient merit to warrant additional review in accordance with the guidelines established by the California Post-Secondary Education Commission and the California Community College Chancellor's Office.

Since November, 1992, the District, the City of Palmdale and the donor/landowner have met on numerous occasions to develop a memorandum of understanding regarding the donation and development of the property. We are rapidly reaching a point of closure on this agreement and one of the conditions in the agreement is that the site be approved by the Chancellor's Office and the Post-secondary Education Commission.

On August 3, 1993, Alan Petersen met with William Fellers, Assistant Superintendent and Michael Maas, our consultant, to discuss the timing of the District's request for site approval. The outcome of that meeting was to agree to submit a formal request for site approval once the engineering (EIR/Seismic) data and infrastructure costs for the potential site were known and, from these assessments, that this was a viable site. This has been accomplished.

3041 West Avenue K, Lancaster, California 93536-5426 (805) 943-3241

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On September 27, 1993, the Board of Trustees of Antelope Valley Community College District authorized the submittal of this letter to your office requesting permission to commence the application process for the formal approval by the Board of Governors and the Post-Secondary Education Commission of the Southeast Palmdale site as shown on Exhibit A. I have also attached a copy of the Board of Trustees action as Exhibit B.

Mr. Storey has provided a copy of the recent "Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers," and we are prepared to submit a formal application for approval of the Southeast Palmdale site as a new campus of the Antelope Valley Community College District.

Please advise as to when we may proceed with the formal application and your time line for completing the process.

Sincerely,

Allan W. Kurki
Superintendent/President

jm
Encl.
pc: Clarence Mangham
Alan Petersen
William Storey

60

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Exhibit A
Location of Proposed Site

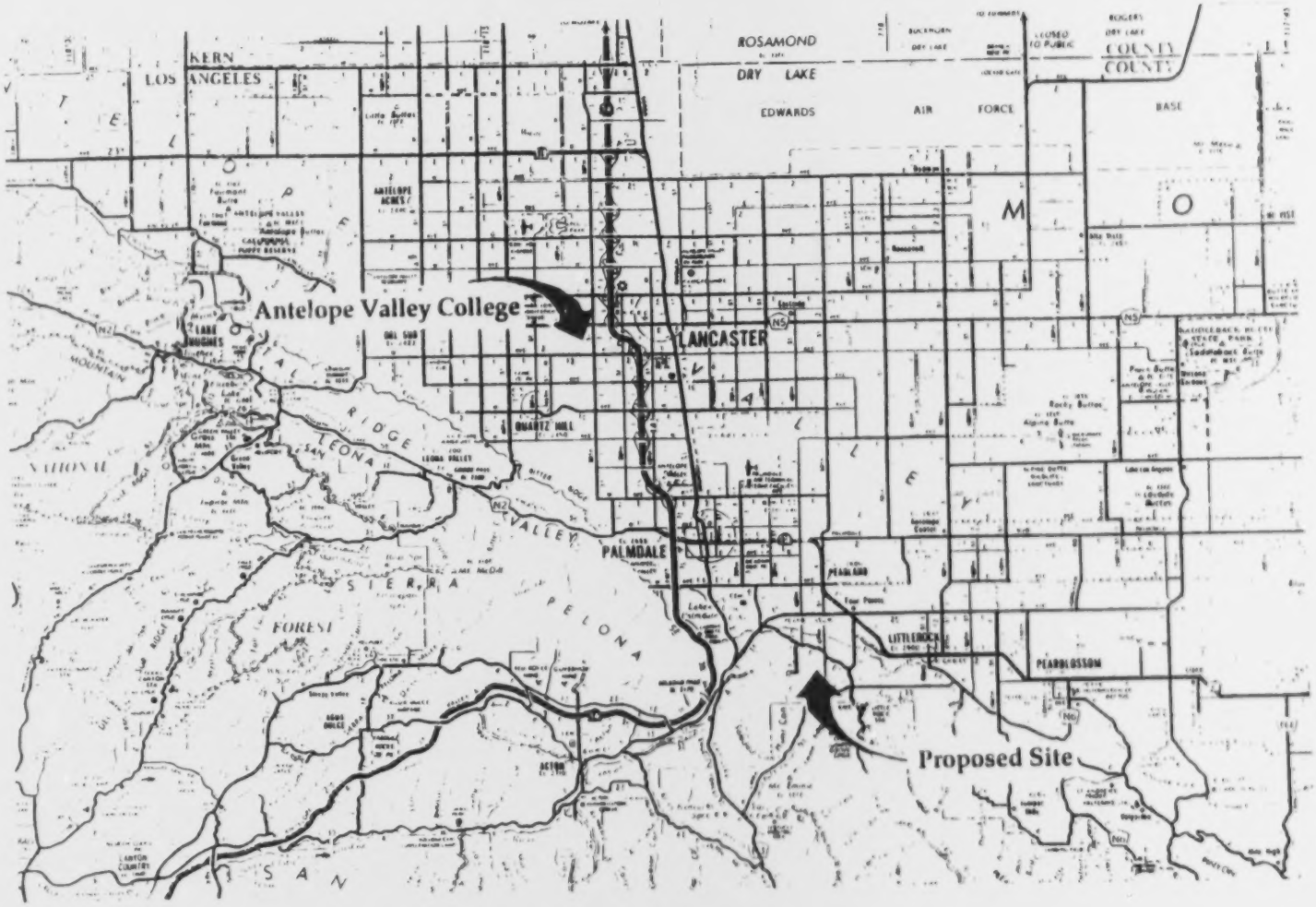

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EXHIBIT B - BOARD OF TRUSTEES ACTION

ANTELOPE VALLEY COMMUNITY COLLEGE DISRICT

3041 West Avenue K

Lancaster, California, 93536

Excerpt from Board Minutes

The following is a true and exact excerpt from the minutes of the regular meeting of the Board of Trustees of the Antelope Valley Community College District held September 27, 1993.

" Dr. Kicenski moved, Mr. Lyons seconded,

to that the Board of Trustees authorize the submittal of a letter of intent for campus site approval to the Office of California Community Colleges and the California Postsecondary Education Commission.

Motion carried unanimously."

I hereby certify that the above is a true and correct copy of the minutes as indicated.

Secretary, Board of Trustees
ANTELOPE VALLEY COMMUNITY COLLEGE DISTRICT

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CHANCELLOR'S OFFICE

CALIFORNIA COMMUNITY COLLEGES
1107 NINTH STREET
SACRAMENTO, CA 95814
(916) 445-8752

November 3, 1993

Dr. Allan Kurki
Superintendent/President
Antelope Valley College
3041 West Avenue K
Lancaster, CA 93536-5426

Dear ~~President Kurki~~ Al:

Dr. Mertes has asked me to respond to your October 1, 1993 letter to him regarding your plans to acquire 100 acres of land in the southeastern portion of the Antelope Valley Community College District for use as an education center.

I am aware that Allan Petersen from our office, and Bill Storey of the California Postsecondary Education Commission (CPEC) have met with college officials to review preliminary enrollment projections and other data and information that will serve as the basis for the proposed center. I am also aware that they have toured the site that potentially will be donated by the David P. Bushnell family. Allan has advised me that additional review is warranted, and so I invite you to prepare the required "letter of intent to expand" as outlined in the CPEC guidelines for review of new colleges and centers.

You asked about the timeline for completing the application process. Assuming that the District is able to submit the letter of intent in November or December of this year with the full "needs study" to follow in February, I can envision the scheduling of an information Board of Governor's agenda item in March with an action item to follow in May. Meanwhile, CPEC might entertain an information item in April and an action item in June. Assuming BOG and CPEC approvals, the District would begin planning for essential site improvements and facilities in accordance with the Chancellor's Office procedures and calendar for capital outlay requests.

If you, Bill Fellers, or Michael Maas have any questions or concerns about the process, please contact Allan Petersen (916) 321-9793. He will be happy to assist in any way that he can.

Sincerely,

Joe Newmyer

Joseph Newmyer, Vice Chancellor
Fiscal Policy

cc: Bill Storey
Bill Fellers
Clarence Mangham
Allan Petersen
Ray Slattery

243-11/3/93

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ANTELOPE VALLEY COLLEGE

December 1, 1993

Mr. Joseph Newmyer, Vice Chancellor
California Community Colleges
1107 Ninth Street
Sacramento, CA 95814

Dear Mr. Newmyer:

The enclosed "Letter of Intent to Expand" is in response to your letter of November 3, 1993, regarding the development of a new campus for Antelope Valley Community College District in the Southeast Palmdale area.

Pursuant to your direction, the "Letter of Intent to Expand" packet has been developed in accordance with the CPEC guidelines for review of new colleges and centers. Also, in an effort to comply with the time line outlined in your letter for the completion of the "Needs Study" the District, in cooperation with the landowner's representatives, has begun the preparation of this more detailed document. Fortunately, the landowner had previously begun the process of master planning of the proposed site so a great deal of technical data regarding the site is currently available and will be helpful in completing the "Needs Study."

If you or your staff have questions, please give me a call. Again, thank you for your assistance.

Sincerely,

Allan W. Kurki
Superintendent/President

jm
Encl.

3041 West Avenue K, Lancaster, California 93536-5426 (805) 943-3241

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CHANCELLOR'S OFFICE

CALIFORNIA COMMUNITY COLLEGES
1107 NINTH STREET
SACRAMENTO, CA 95814
(916) 445-8752

December 20, 1993

William Storey, Assistant Director
Planning and Resource Management
California Postsecondary Education Commission
1303 J Street, Fifth Floor
Sacramento, CA 95814-2983

Dear Mr. Storey:

The Board of Governors' 1991 Long-Range Capital Outlay Growth Plan identified a southern center for the Antelope Valley Community College District (AVCCD) in the near term (1990-1995) to become a college in the mid-term (1995-2000).

AVCCD has been working on this project for several years, and is now able to identify a specific 100-acre site on which to develop a "Palmdale Center". The site is to be donated to the District by the David P. Bushnell family, and will be part of a larger development of 540 acres to include a commercial center, park lands, a golf course, and residential units.

AVCCD recently submitted to this office, a letter of intent to obtain formal approval for the Center. The letter addresses all of the essential elements as enumerated on pages 5 and 6 of the CPEC guidelines for review of proposed educational centers and, in our view, is an appropriate precursor to the development of the formal needs study. This letter then, is our endorsement of AVCCD's letter of intent and our request that CPEC commence its review.

For your planning (assuming a timely and positive CPEC response to the letter of intent), AVCCD anticipates an information item to the Board of Governors in March 1994, followed by an action item in May 1994. Meanwhile, if feasible, CPEC might entertain an information item in April 1994 and an action item in June 1994. If there are issues that should be discussed now, or if you need additional information, please contact Allan Petersen as you have in the past.

Sincerely,

Joseph Newmyer, Vice Chancellor
Fiscal Policy

cc: Warren Fox
Allan W. Kurki
Clarence Mangham
Richard Walton

279-12/20/93

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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION
1303 J Street, Fifth Floor ◇ Sacramento, CA 95814-2983 ◇ 916-322-8018, 916-327-4417 (FAX)

January 3, 1994

Joseph Newmyer, Vice Chancellor
Fiscal Policy
California Community Colleges
1107 Ninth Street
Sacramento, CA 95814

Dear Joe:

Thank you for your letter of December 20 concerning the Antelope Valley Community College District's "Letter of Intent" to expand its operations into the Palmdale area. As you know, according to the Commission's *Guidelines for Review of Proposed University Campuses, Community Colleges, and Educational Centers* (CPEC Report 92-18, August 1992), a letter of intent for a new educational center must include the following eight items:

1. A preliminary five-year enrollment projection;
2. The approximate location of the proposed center;
3. A copy of the district's most recent Five-Year Plan;
4. A prioritization (near term, mid term, and long term) of the proposed center within the systemwide 15-year plan;
5. A time schedule for development of the new center;
6. A tentative ten-year capital outlay budget starting on the anticipated date of the first capital outlay appropriation.
7. A copy of the resolution of the local governing board authorizing the new center; and
8. Maps of the area in which the center is to be located.

We have reviewed the materials forwarded to us by the Antelope Valley CCD and agree with you that it addresses all of the essential elements enumerated in the CPEC guidelines. In addition, and based on the preliminary enrollment projection, we also believe that it meets the requirement contained in Title 5 of the California Administrative Code that educational centers maintain a minimum enrollment of at least 500 full-time-equivalent students.

We are pleased to note that the district has been able to secure a 100-acre site at no charge to the State, and also that the letter of intent has been submitted sufficiently in advance of the anticipated date of the first appropriation (July 1996) to permit a complete and thorough review by both your office and ours.

In spite of the district's commendable effort to meet the CPEC *Guidelines*, I feel I should reiterate a concern we have expressed in previous proposal reviews regarding the general budgetary aus-

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terity and instability that affects us all. With the Governor's 1994-95 Budget about to be introduced, there are the possibilities of further fee increases in the community college system, further redirections of support from the State to the local level, and uncertainties regarding the availability of bond funding. Any of these possibilities could have a negative effect on community college enrollments in the coming years, and we would therefore urge both the Chancellor's Office and the district, in working with the Demographic Research Unit of the Department of Finance, to be very careful in developing enrollment projections. The future continues to be unpredictable, a fact that requires us all to exert even greater caution in our planning efforts.

With those caveats, and as a result of our review, we are able to advise you and the district to move forward with planning for the AVCCD Southern Center. Assuming no problems emerge regarding the district's Needs Study, we should be able to present an information item to the Commission at its April 1994 meeting.

Sincerely,

William L. Storey
Chief Policy Analyst

cc: Warren H. Fox
Allan W. Kurki
Joe Keating
Allan Petersen
Richard Walton

Board of Governors
California Community Colleges
May 12, 1994

PROPOSED NEW EDUCATION CENTER FOR THE ANTELOPE VALLEY COMMUNITY COLLEGE DISTRICT

11

FIRST READING
ACTION PENDING, JULY BOARD MEETING

Presentation: Joe Newmyer, Vice Chancellor
Fiscal Policy and Administration

Issue

This item presents an analysis of a proposal by the Antelope Valley Community College District (AVCCD) to develop an education center in Palmdale that is consistent with the 1990 Board of Governors' Long-Range Capital Outlay Growth Plan.

Background

In January of 1991, the Board of Governors approved the Long-Range Capital Outlay Growth Plan as a means to accommodate future growth while recognizing the ever increasing limitations on available resources. The long-range plan proposed that nearly three-fourths of the projected growth in systemwide enrollment over the ensuing 15 years could be accommodated by renewing and "building-out" existing campuses, with the balance of the increased enrollment needs to be met by converting six community college centers to campuses, and by building thirty-two additional new education centers, eight of which would become full-service campuses.

Recognizing that the single college campus of the Antelope Valley Community College District could not, at maximum development, meet the expected demand resulting from the area's high growth rate, the Plan called for a new education center to be built in the eastern part of the district in the short term (i.e., 1990-1995) to become a campus in the mid term (i.e., 1995-2000). Recent conservative enrollment projections have confirmed that need.

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Over the past three years, the Antelope Valley Community College District has undertaken an extensive master planning effort, including both educational and facilities long-range plans. Recognizing that participation rates were substantially lower in population centers increasingly distant from the college, a proposal emerged for a potential site for a new center in the southeast Palmdale area, which the owner has agreed to donate as part of a comprehensive property development plan.

Both the Chancellor's Office and the California Postsecondary Education Commission (CPEC) responded favorably to the district's preliminary application. Subsequently, the district submitted a full-scale needs assessment to the Chancellor's Office with a request that the Board of Governors take action to verify the need for the establishment of the center, and, upon approval, to refer the study to CPEC, as specified by statute.

Analysis

The Antelope Valley Community College District is one of the fastest growing community college districts in California. As the population grows, housing developments continue to open in previously sparsely populated areas and traffic congestion on major corridors has increased. The impending impact is that the college will soon reach maximum capacity. The immediate impact is that many people must endure excessive travel times in order to reach Antelope Valley College—the sole higher education institution in the district. As one would expect, participation rates drop off rapidly as distance from the college grows, leaving outlying regions (including some with large Hispanic populations) significantly underserved.

Strong local support has been voiced by business and community leaders who have cited the benefits of training and retraining opportunities for workers and their families. Similarly strong support has also been expressed by the K-12, secondary, and postsecondary institutions in the area.

More concrete backing is evidenced by the anticipated adoption of a Memorandum of Understanding (MOU) between the Antelope Valley Community College District, the City of Palmdale, and a landowner/developer. The MOU calls for the donation of 100 acres of property to the district for the establishment of the proposed center and for considerable cost-savings to the district as a result of cost-sharing for infrastructure improvements.

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Implications

This proposal is in accordance with the Board's commitment to provide access to community college education. Alternative means of providing the necessary services are not viable.

This item supports the following initiatives from *The Basic Agenda: Policy Directions and Priorities for the Nineties*:

- Implement the long-range plan for capital construction in the community colleges.
- Provide for new facilities in the colleges.
- Seek more cost-effective ways to deliver the services of community colleges.

Conclusion

Policy Issue

Should the Board of Governors approve a proposal by the Antelope Valley Community College District (AVCCD) to develop an education center in the southeast Palmdale area?

Major Options

1. Increase utilization and/or expand existing Antelope Valley campus.

   Pros: This would minimize the need for a center in the Palmdale area if coupled with a workable strategy to reduce the commute time for non-participating students.

   Cons: Expansion of existing campus will not alone be sufficient to meet enrollment needs of the burgeoning population in the Palmdale area. Furthermore, by the year 2000, enrollment demands are expected to exceed maximum build-out at the existing Lancaster campus by 25 percent.

2. Utilize local high school facilities and/or vacant commercial facilities.

   Pros: This would minimize the need for space at a central location in Palmdale.

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Cons: Schools in the region have already adopted year-round schedules in an effort to stay current with population increases. No other public or private facilities that could accommodate postsecondary students, are available.

3. Share facilities with other postsecondary institutions.

Pros: There are several college districts that are contiguous to AVCCD that might be willing to share space.

Cons: The round-trip commute time for Palmdale-area residents to attend College of the Canyons, Victor Valley College or any other nearby public or private postsecondary institution is more than two hours—double the acceptable limit.

4. Use nontraditional modes of instructional delivery.

Pros: The use of technology based instructional delivery strategies is an integral part of the AVCCD educational master plan. Its use would reduce the requirements for facilities in the Palmdale area. In fact, the district projects that by the year 2000, twenty percent of the Palmdale area instructional programs will be nontraditional per the Commission on Innovation's recommendations.

Cons: With the exception of instructional broadcast television, and to a limited extent, cable television, most "distant learning" technologies are not readily accessible to prospective students in this instance. Cost and maintenance requirements require most of these systems to be accessed at a central site—which in this case would be the Palmdale center.

5. Establish an educational center in southeast Palmdale area.

Pros: Residents of the Palmdale area are currently significantly underserved, with lower participation rates that reflect the excessive travel times required to attend classes at the Antelope Valley campus. This lone campus is facing enrollment demands in excess of its maximum capacity. The proposed new campus will be downsized to reflect its strong commitment to distance learning. Finally, the proposal is consistent with the 1990 Board of Governors' Long Range Capital Outlay Growth Plan.

Cons: While the proposal has considerable merit, and is consistent with the Board of Governors' Long-Range Capital Outlay Growth Plan, it does not appear that state funds will be available in the immediate future to support construction due to the state's economic climate.

Proposed New Education Center for the Antelope Valley CCD

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Staff Recommendation

Option 5

Rationale

Option 5 provides the AVCCD a means whereby it can continue to plan for the eventual large service area in the Palmdale region. Although there is uncertainty as to the continued availability of funds, planning for new campuses should not be delayed until funds become a reality.

Recommendation

This item is being presented to the Board for initial review and comment. A recommendation for action is anticipated at the July Board meeting.

Staff: *Joe Keating, Administrator*
Facilities Planning and Utilization

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Proposed New Education Center for the Antelope Valley Community College District

Antelope Valley Community College District Southeast Campus

Background

As Los Angeles County's population growth has given rise to increasingly crowded conditions in the greater Los Angeles Basin, the northern reaches of the county, in the desert north of the San Gabriel mountains, have experienced incredible rates of population expansion. Antelope Valley Community College District serves nearly 2,000 square miles of this region at its single campus in Lancaster.

At its January 1991 meeting, the Board of Governors approved the Long-Range Capital Outlay Growth Plan. Recognizing that further development of the current campus in Lancaster is limited and that enrollment was projected to reach build-out by 2005, the Plan called for a new education center to be built in the eastern part of the district in the short term (i.e., 1990-1995) to become a campus in the mid term (i.e., 1995-2000).

While Lancaster has traditionally been the population center for the region, Palmdale is growing at a much greater rate and will soon surpass Lancaster in size. Unfortunately, while Palmdale's population growth is ahead of Lancaster's, its employment rate lags far behind, evidencing a need for job training opportunities. Palmdale's enrollment figures also fall far short of those for Lancaster residents; reflecting the common finding that student participation rates in community college programs are highly negatively correlated with the distance that students must travel in order to attend classes and to receive related support services.

Aware that towns farther to the south and east of Palmdale, such as Littlerock, had even lower rates of enrollment, the district identified a potential site for the proposed new center in the southeast Palmdale area. The site is located nineteen miles (currently twenty-seven to thirty) minutes driving time, with traffic congestion increasing) from the existing campus. The owner of the property, David Bushnell, has agreed to donate 100 acres of land for the center, as part of a multi-use development project. The terms of the agreement are being spelled out in a Memorandum of Understanding (MOU) involving the Antelope Valley Community College District, the City of Palmdale, and the property owner.

Approval of the proposed center at this time would enable the college district to accept the very generous donation of a prime parcel of real estate at the location considered by the district search team to be "the most viable option even if it were not

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a donated site." Such approval would not only secure the site, but would also enable the college district to compete for capital outlay monies for facilities.

There is strong community support for this center. There is also strong support from neighboring secondary and postsecondary institutions.

Analysis

Regional and Community Characteristics

The Antelope Valley Community College District spreads over nearly 2,000 square miles in the windswept desert and arid valleys and small mountains north of the San Gabriel mountains. The district encompasses over 45 percent of the land area of Los Angeles County, as well as part of the southern portion of Kern County.

The proposed center would be located on the southeast edge of Palmdale, nineteen miles (twenty-seven to thirty minutes driving time) from the existing campus in Lancaster (Appendix A). More precisely, it will border on 47th Street, south of Barrel Springs Road. The center is planned to cover 100 acres of a proposed 540-acre new development that will also include a commercial center, golf course, and residential units (Appendix B and Appendix C).

Major surface access is provided by the Antelope Valley Freeway (Highway 14), which runs largely north and south through the heart of the district and connects with Highway I-5 just north of the San Fernando Valley. Highway 138, which mostly runs east and west, connects with Highway I-5 to the west near the Cajón Pass and the "Grapevine," turns south and parallels Highway 14 from above Lancaster on into Palmdale, and then continues on east, close by the site of the proposed center.

The following table illustrates the current commute times and distances from various locations within the district to the proposed Palmdale center and to the Lancaster campus. As road congestion builds due to projected population increases, the time required to move from one location to another will also increase. The table also illustrates that the commute times to the proposed center from other colleges and universities is more than one hour.

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Antelope Valley Community College District

Travel Times

I. Antelope Valley Community College District

	Origin	Destination	Miles	Time
1.	AVC-Lancaster Campus	Palmdale Center	19	27 Min.
2.	East District Boundary	Palmdale Center	27	36 Min.
3.	Lake Los Angeles	Palmdale Center	29	38 Min.
4.	S.W. District Boundary	Palmdale Center	33	35 Min.
5.	North District Boundary	Palmdale Center	36	55 Min.
6.	N.W. District Boundary	Palmdale Center	68	96 Min.
7.	N.E. Boundary (Edwards AFB)	Palmdale Center	32	38 Min.
8.	North District Boundary	AVC-Lancaster Campus	26	35 Min.
9.	West District Boundary	AVC-Lancaster Campus	49	64 Min.
10.	S.W. District Boundary	AVC-Lancaster Campus	48	52 Min.
11.	East District Boundary	AVC-Lancaster Campus	34	45 Min.
12.	N.E. Boundary (Edwards AFB)	AVC-Lancaster Campus	25	33 Min.

II. Other Community College Districts

	Origin	Destination	Miles	Time
1.	College of the Canyons	Palmdale Center	51	61 Min.
2.	Victor Valley College	Palmdale Center	53	62 Min.
3.	Los Angeles Mission College	Palmdale Center	58	69 Min.

Note: The closest four-year college or university is CSU, Northridge; which is 62 miles and 70 minutes from the Palmdale site.

The center is planned to be located in the area of most rapid growth in a greatly expanding region. In fact, the cities of Lancaster and Palmdale (and other nearby communities) are growing together as evidenced by a regional map showing major surface streets (Appendix D). Seen as a residential alternative for people who commute to jobs in Los Angeles, the high growth rates are expected to continue well into the future. Nearly one-fourth of the population within a ten-mile radius of the proposed site is Hispanic.

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Economically, the region is quite diverse; with Lockheed being one of the largest employers. Outlying areas contain ranch land. Schools in the region have adopted year-round schedules in an attempt to keep up with the population growth, and are largely housed in portables.

Enrollment Projections

A review of the most recent enrollment study by the Research and Analysis Unit of the Chancellor's Office projects an increase in Antelope Valley College enrollment from 10,850 students in 1992 to 24,375 students by 2007, a 13,525 increase (Appendix E). With an absolute maximum capacity of 20,000 students on the sole existing campus, in Lancaster, this projection vividly demonstrates the need to institute plans to accommodate the additional students.

The targeted opening date for the proposed center is fall 1998. Enrollment projections, which reflect historical and current enrollment and participation rates as well as population growth patterns in the area, have been made for the proposed service area and are presented in the table.

Antelope Valley Community College District Southeast Center
Projected Enrollments

1998-2008

Year	Enrollment	WSCH
1998	2,942	21,729
1999	3,366	24,861
2000	3,790	27,993
2001	4,214	31,124
2002	4,640	34,271
2003	5,207	38,459
2004	5,774	42,647
2005	6,341	46,835
2006	6,909	51,030
2007	7,441	54,960
2008	8,014	59,191

The initial enrollment projection shown above for the proposed Palmdale site represents a conservative adjustment of participation rates reflecting current patterns. It should be noted that these patterns are the result of conditions that have discouraged attendance by many potential students.

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The projection began by applying the current participation rate of 6.01 percent of 18 to 64-year old residents of the proposed service area to the 1998 projected population figures. Reflecting distance from the Lancaster campus, this rate is significantly below the participation rate of 7.80 percent for the remainder of the district. This figure was farther reduced by 50 percent based on the following conditions:

- the current state funding limitation on student enrollment;
- the initial limitations on curricular offerings planned for the center;
- the probability that currently enrolled students will want to complete their studies at the Lancaster campus;
- the limitation on capital construction funds which will be required to build the new campus; and
- the potential that some residents in the northern part of the service region may elect to attend the Lancaster campus.
- the intent to expand distance learning to account for 20 percent of instruction by the year 2005.

In developing the projection, several additional assumptions were followed, including those shown below:

- a gradual rise of participation rate, not reaching 100 percent of the current area rate until after ten years of occupancy;
- no noncredit enrollment; and
- WSCH/enrollment rates for both day and evening classes estimated at 80 percent of the districtwide historical averages.

Discussion have been held with representatives of the Demographic Research Unit of the state Department of Finance that have resulted in that agency's approval of the district's enrollment projections for the center (see Appendix E-2).

Effects on Nearby Secondary and Postsecondary Institutions

The Antelope Valley Community College District has received support from all of the neighboring educational institutions. No areas of adverse impact have been raised (Appendix F). The lack of conflict stems from two important factors: the geographical isolation of the proposed center and the efforts of the district to jointly plan with its neighbors.

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While there are eight contiguous community college districts, none are expected to be impacted by the development of the proposed center. The closest "neighboring" campuses are Victor Valley College and College of the Canyons, at least a one hour drive away, at 53 miles and 55 miles distant, respectively, from the site of the proposed center.

The area's K-12 and high school districts are striving to cope with ballooning enrollments and limited facilities. They have noted the importance of providing their students with opportunities within their community for a higher level of education. They also see the new center as the answer to the problem faced by many older members of the community who are looking to hone skills or seek new career paths, only to find many classes either full or unavailable.

Community Support

Strong local interest and support have been amply demonstrated for the establishment of the proposed education center. This support has been expressed by elected officials, leaders of business organizations, and by individual business leaders (Appendix G). Local school officials have spoken in favor of the benefits to their communities—increased local access to higher education, continuing education and retraining to meet current and future job demands, and a cultural center for a growing region.

Concrete evidence of this support is provided by the adoption of a Memorandum of Understanding (MOU) between the Antelope Valley Community College District, the City of Palmdale, and a local landowner. The MOU provides for the landowner to donate 100 acres of property to the district for the establishment of an education center, as part of a multi-use development. The three parties to the agreement will share proportionally in the costs of infrastructure development—a great savings for the district.

Programs and Services

The overriding objective for the proposed center is to respond to the growing needs and preferences of the local community by making college programs and services accessible to a wider range of people, especially the underserved and underrepresented ethnic populations of the area, and to support local economic development efforts by providing occupational training in conjunction with programs to recruit new industries to the area.

The Antelope Valley Community College District is committed to offering a comprehensive set of programs and services at the earliest possible date. Economic factors and size of enrollment will dictate how rapidly facilities and the support staff

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necessary to achieve this objective can be provided. The master plan for the proposed center calls for a program with the following major categories:

- A complete, basic curriculum including fine arts, family and consumer education, and physical education, with the necessary support services;
- A complete complement of general education college transfer courses;
- Vocational programs which respond to local needs;
- Comprehensive student services; and
- Full service learning assistance and learning resources.

The following table summarizes the proposed instructional program for the center including the number of course sections, lecture assignable square feet (ASF), laboratory ASF, and total ASF for the initial phase.

A Projection of Instructional Offerings and Assignable Square Feet for the Palmdale Site

(2,942 Students)

Instructional Discipline	TOP Code	Number Sections	Lec. ASF	Lab. ASF	Total ASF
Biological Science	0400	7	213	1,534	1,747
Business/Management	0500	67	1,070	1,146	2,216
Computer Information Systems	0700	13	151	1,941	2,092
Physical Education	0800	18	39		
Engineering/Technology	0900	24	64	2,074	2,138
Fine/Applied Arts	1000	18	146	1,408	1,554
Foreign Language	1100	14	432	542	974
Health Occupations	1200	10	86	772	858
Consumer Education/Child Development	1300	19	362	1,912	2,274
Humanities	1500	19	900	599	1,499
Mathematics	1700	15	837	350	1,187
Physical Science	1900	5	113	1,095	1,208
Psychology	2000	35	217	43	260
Public Affairs/Services	2100	6	278	374	652
Social Science	2200	32	1,762	349	2,111
Interdisciplinary	4900	48	1,966	2,865	14,861
TOTAL		350	8,538	27,004	35,670

Note: Physical Education activity utilization is not included in the allocation of laboratory space.

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The use of technology-based instructional delivery strategies is an integral part of the master plan for the proposed center. The principal modes of delivery being reviewed are instructional broadcast television, cable television, computer-based instruction, computer-video disc interactive systems, satellite linkages, audio tape learning systems, and laboratories featuring computer simulations. Regional programming with adjacent community colleges and linkages with both public and private four-year educational institutions are anticipated. All facilities planned for the proposed center will provide for these modes of instructional delivery.

Serving the Disadvantaged

One of the great benefits of the establishment of a center in the southeast Palmdale area is that it will greatly enhance the ability of the district to deliver educational courses, programs and services to economically, educationally, socially, and physically disadvantaged students living in the Acton, Palmdale, Littlerock, and Pearblossom areas of the district. Residents of these areas, including a substantial minority population, have a significantly lower participation rate than do residents of other areas of the district. All special support services and learning assistance programs, including those for re-entry students, that have been available at the Lancaster campus will also be provided at the proposed center. All facilities will be constructed to provide barrier-free access to individuals with physical disabilities. Because transportation is a major barrier to economically and physically disadvantaged students, simply making educational programs and services closer to their homes will increase access.

Consideration of Alternative Sites

The district has been aggressively searching for a potential site in the southeast area of the district for two years. Five potential sites were identified. Following discussions with the City of Palmdale and the County of Los Angeles, the number of potential sites was reduced to three. Representatives of the Chancellor's Office and CPEC visited the sites and concurred with district officials that the preferred site was the Bushnell property that is being proposed. The reasons included the following:

- The favorable location in terms of service area demographics.
- The feasibility of providing infrastructure as a participant in a larger planned development.
- A 100-acre, contiguous site.
- The land cost for the site (free).
- The potential for annexation to the City of Palmdale.
- State Department of Aeronautics approval of the site.
- The present and future road circulation system of the general area.

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- The feasibility of completing an Environmental Impact Report for the site with the anticipation that there will be no unresolvable mitigating circumstances.
- Local agency and resident support and cooperation.

With the cooperation of the City of Palmdale and the donation of the 100-acre site by David Bushnell, the proposed site became, without question, the preferred alternative.

Environmental Impact

The Environmental Impact Report (EIR) developed for the proposed center location will be part of the comprehensive EIR currently being processed for the total, 540-acre master planned project area. The Chancellor's Office and CPEC will be provided with all information related to the Environmental Impact Report as it is approved by the City of Palmdale. It is anticipated that the initial draft of the EIR will be available in June 1994, with final adoption completed by September 1994. A specific plan for the project area is currently being processed and will also be completed on a parallel timeline.

Analysis of Alternative Delivery Systems with Cost/Benefit Analysis

- *Alternative 1: Increased Utilization or Expansion of the Existing Campus*

  At the present time, the Antelope Valley College campus is utilized for both regular semester and summer session programs. Expansion of the existing campus will not, alone, be sufficient to meet the enrollment needs of a burgeoning population. By the year 2007, enrollment demands are expected to exceed the maximum build-out potential of the existing campus by 25 percent.

  These projections are not a true measure of the expected need for community college services since they represent an extension of current enrollment trends applied to anticipated rates of population increase. At this time, participation rates for residents of Palmdale, Littlerock, and Pearblossom in the proposed center's service area, are only one-half to two-thirds of the participation rates for residents of Lancaster. These lower rates reflect the excessive travel times to attend classes at the existing campus. Expanding the campus in Lancaster would do nothing to alleviate this problem.

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- *Alternative 2: Utilization of Local High School Facilities*

  Schools in the region have adopted year-round schedules in an attempt to keep up with the tremendous population growth and are largely housed in portables. Even standard high school facilities would be inadequate for the presentation of many college programs; as they lack college-level laboratories and library holdings. In addition, holding classes at high schools does not allow for the provision of counseling and other support services. Finally, such facilities would not be available for day classes.

- *Alternative 3: Shared Use of Facilities with Other Postsecondary Institutions*

  The nearest neighboring institutions of higher education, public or private, are Victor Valley College, located 53 miles away, and College of the Canyons, which is 55 miles away from the proposed service area. Commute time to either school would be at least one hour—double the acceptable limit—from either the current Lancaster campus or the proposed Palmdale site.

- *Alternative 4: Use of Nontraditional Modes of Instructional Delivery*

  The use for technology-based instructional delivery strategies is an integral part of the Antelope Valley Community College District's educational and facilities master plans and will be incorporated into the center's delivery system. There are, however, limitations to this option that keep it from being considered either a practical or a financially stand-alone alternative to the establishment of an educational center.

Beyond question, the wide range of systems planned for utilization show great promise for supplementing classroom instructional programs and developing learning systems which permit students to pursue their learning in a self-paced, individualized mode. With the exception of instructional broadcast television, and, to a still limited extent, cable television, most "distance learning" technologies are not readily accessible to most prospective students. Cost and maintenance requirements require most of these systems to be accessed at a central site. Nevertheless, the district recognizes that the development of a comprehensive system of instructional delivery alternatives must be an important adjunct to the center's educational environment, and it is making plans to do so. Consistent with the recommendations of the Commission on Innovation, the district projects that "distance learning" will account for 20 percent of instruction by the year 2000.

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Rationale for Approving the Proposed Program

The establishment of the proposed education center in southeast Palmdale is considered to be the most feasible alternative to effectively and equitably provide full services and comprehensive educational programs to the residents of the southeastern region of the Antelope Valley Community College District. The following reasons justify this conclusion:

- Residents of the proposed service area are currently significantly underserved, with participation rates of one-half to two-thirds of the participation rates for residents of Lancaster. These lower rates reflect the excessive travel times required to attend classes at the existing campus.

- Due to the high population growth rates in the region, the single, existing campus in Lancaster will soon face enrollment demands in excess of its maximum capacity. Development of a second site is imperative. The proposed center would be situated in the area of greatest population growth.

- Approval of the proposed center at this time would enable the district to take advantage of a major cost-saving offer, namely, the donation of a 100-acre parcel of land by a local developer and cost sharing of infrastructure improvements.

Economic Efficiency and Proposed Sources of Funding for Needed Resources

The proposed site in southeast Palmdale is a 100-acre parcel of donated land. In addition, the Antelope Valley Community College District, the City of Palmdale, and the landowner/donor have entered into an agreement which outlines a plan for cost sharing for the site planning and engineering of the master planned project area, entitlement processing, the Environmental Impact Report, and the delivery of off-site improvements to the proposed site.

Based on current appraisals, it is estimated that the value of the land donation is $2 million. Preliminary estimates would indicate that cost savings associated with the other activities listed above will range between $3 to 4 million. The college will continue to pursue both public and private partnerships for the development of facilities, instructional programs, and support services for the proposed center/campus.

The projected building cost for phase I of the proposed center (80,000 assignable square feet) would be about $16 million at today's construction costs. While, theoretically, there are numerous sources for the financing of the construction of college facilities, the most practical source in the current economic environment is a combination of general obligation bonds and state lease/revenue bonds. Both of these

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funding sources are dependent upon appropriation of general fund revenue to repay the bond debt-service costs. Therefore, there is uncertainty as to the continued availability of these funding sources (at today's level of $150 million to $200 million annually). On the other hand, staff believes, as does CPEC, that planning for new campuses can not be delayed until funds become a reality. Appendix H offers the view of CPEC as enunciated in its December 1992 agenda item approving both the Folsom Lake College and the Lompoc Valley Center.

Summary and Conclusion

Staff analysis of the Antelope Community College District proposal to establish an educational center near Palmdale has led to the conclusion that this proposal is justifiable, desirable, and timely.

The district is experiencing a very high rate of population growth. All indications are that this growth will continue for a considerable time. The single campus serving district residents is rapidly approaching capacity. All other institutions of higher education, whether two-year or four-year, are at least an hour's commute away.

The recommended location for the new center would be in the heart of the area of greatest population growth. It would be ideally situated to accommodate future demand.

The new center would provide access to community college programs to a currently underserved population. The site selected for the proposed center is located nineteen miles from the existing campus. Residents in the service area of the proposed center are currently adversely impacted by their distance from the campus in Lancaster. Participation rates from these communities are only one-half to two-thirds of the participation rates for residents of Lancaster.

Through the efforts of district, civic and community leaders, a Memorandum of Understanding (MOU) is nearing adoption which provides for a local landowner to donate 100 acres of land as a site for the proposed center as part of a larger multi-use development. The MOU also contains agreements for on- and off-site improvements to be developed on a proportional, cost-sharing basis with the City of Palmdale, the district, and the donor. This will result in considerable additional cost savings for the district.

No other alternatives were found to be feasible for providing full educational access and opportunity to students, and potential students, residing in the southeastern portion of the Antelope Valley Community College District. All of the neighboring educational institutions are strongly supportive, as is the local community.

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Appendix D Demographic Research Unit Letter, March 29, 1994

STATE OF CALIFORNIA PETE WILSON, Governor

DEPARTMENT OF FINANCE
915 L STREET
SACRAMENTO, CA 95814-4998

March 29, 1994

Michael L. Maas
Maas, Rao, Taylor and Associates
6529 Riverside Avenue, Suite 105
Riverside, California 92506

Dear Mr. Maas:

The Demographic Research Unit approves the Antelope Valley College District's projection for the Palmdale Education Center:

YEAR	ENROLLMENT	WSCH
1998	2,942	21,729
1999	3,366	24,861
2000	3,790	27,993
2001	4,214	31,124
2002	4,640	34,271
2003	5,520	38,459
2004	5,774	42,647
2005	6,341	46,835
2006	6,909	51,030
2007	7,441	54,960
2008	8,014	59,191

Thank you for your cooperation, and we extend our best wishes for the success of the new center.

Sincerely,

Linda Gage, Chief
Demographic Research Unit
Department of Finance
915 L Street
Sacramento, CA 95814-3701

cc: Dr. Allan W. Kurki, Superintendent/President, Antelope Valley Community College District
Alan Peterson, Facilities Planning Unit, Community Colleges Chancellor's Office
David Houtrouw, Facilities Planning Unit, Community Colleges Chancellor's Office
Bill Storey, California Postsecondary Education Commission

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Santa Clarita Community College District

college of the canyons

26455 North Rockwell Canyon Road • Santa Clarita, California 91355
(805) 259-7800

Dr. Dianne G. Van Hook
Superintendent-President

February 15, 1994

Dr. Allan W. Kurki,
Superintendent-President
Antelope Valley College
3041 West Avenue K
Lancaster, CA 93536-5426

Dear Alan:

I am very pleased to hear of Antelope Valley College's plans to establish a second campus location. In these days of limited funding, I am sure that the donation of land for your project makes it especially attractive.

Please be assured that the Santa Clarita Community College District supports the establishment of this second campus site. We do not see a conflict with your proposed service area and feel the new campus will not affect our enrollment or our educational programs.

I am sure the new campus will be an invaluable addition to meeting the educational needs of your district's students. I wish you smooth sailing with the approval process for your second campus.

Sincerely,

Dianne

Dianne G. Van Hook, Ed.D.
Superintendent-President

DVH:jn

Board of Trustees

Bruce D. Fortune Michele R. Jenkins Joan W. MacGregor Ernest H. Moreno Richard G. Peoples

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VICTOR VALLEY COMMUNITY COLLEGE DISTRICT

18422 Bear Valley Road
Victorville, CA 92392-9699
(619) 245-4271
FAX (619) 245-9744

SUPERINTENDENT
PRESIDENT

Dr. Edward O. Gould

February 16, 1994

Dr. Allan W. Kurki
Superintendent/President
Antelope Valley College
3041 West Avenue "K"
Lancaster, CA 93536-5426

Dear Dr. Kurki:

I am pleased to support Antelope Valley College's plans to build a second campus south of Barrel Springs Road on 47th Street East in the Palmdale area. I am sure that the donation of land for your project from David Bushnell makes it especially attractive in these days of limited funding.

Please be assured that Victor Valley Community College District supports the location of this campus. We do not see a conflict with our service area and believe the new campus will not affect our enrollments or our educational programs. In fact, your efforts to jointly plan with our district is greatly appreciated. As a result of this cooperation, both of our districts will be better served.

I wish you the best of luck with the approval process for your campus. No doubt the new campus will be an invaluable addition to you in meeting the educational needs of your district's students.

Sincerely,

Edward O. Gould
Superintendent/President

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KCCD
KERN COMMUNITY COLLEGE DISTRICT

RECEIVED
FEB 28 1993

OFFICE OF THE CHANCELLOR
2100 CHESTER AVENUE
BAKERSFIELD, CA 93301-4099
(805) 395-4104

February 22, 1994

Dr. Allan W. Kurki, Superintendent
Antelope Valley Community College District
3041 West Avenue K
Lancaster, California 93536-5426

Dear Allan:

It is my understanding you will receive a 100 acre site from Mr. David Bushnell for a second campus in the southern part of your district. With the growth in that area, it is clear that a campus will be needed in the future. As your northern neighbor, we are very supportive of this development to serve the students of the Antelope Valley Community College District.

Planning for this campus in a timely way will solve many problems in the future in serving students.

Sincerely,

James C. Young
Chancellor

JCY:kvw

JAMES C. YOUNG, CHANCELLOR

Chaffey College

Office of the Superintendent/President

RECEIVED
MAR - 4 1994
ANTELOPE VALLEY COLLEGE
FACILITIES PLANNING

February 25, 1994

Dr. Allan W. Kurki
Superintendent/President
Antelope Valley College
3041 West Avenue K
Lancaster, CA 93536-5426

Dear Dr. Kurki:

Please be advised that the Chaffey Community College District supports Antelope Valley College's acquisition of a 100-acre site for a second campus of the Antelope Valley Community College District. As we know, despite California's economic problems, California's population continues to grow, and the demand for education continues. Your district has been particularly impacted by growth, and, therefore, plans for expansion are in order.

I wish you the best of success as you undertake the process of planning for a second campus.

Sincerely,

Jerry W. Young
Superintendent/President

srs

5885 Haven Avenue, Rancho Cucamonga, California 91737-3002 909/941-2110 Fax 909/941-2784

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CITY OF PALMDALE

City of Palmdale

JAMES C. LEDFORD, JR.
Mayor
JAMES A. ROOT
Mayor Pro Tem
JOSEPH P. "JOE" DAVIES
Council Member
DAVID J. MYERS
Council Member
TERI JONES
Council Member

February 14, 1994

Dr. Allan W. Kurki
Superintendent/President
Antelope Valley College
3041 W. Avenue K
Lancaster, CA 93536-5426

Dear Allan:

Please accept this letter as an indication of the City of Palmdale's whole-hearted support for the establishment of a second Antelope Valley College campus in Palmdale.

We believe that as this city continues to grow, this second campus will be needed as a vital element in our community. As envisioned, such a campus would meet the growing educational needs of our populous as well as providing a significant contribution to the economic vitality of Palmdale.

As you know, the City staff is currently processing plans for your proposed 100-acre campus located south of Barrel Springs Road on 47th Street East. We feel this is an excellent location for your campus, and our staff continues to work diligently with you, your staff and the Bushnell family to process your planning application for this new campus.

Again, the City of Palmdale fully supports the establishment of this new Antelope Valley College campus as we consider it a tremendous community asset. If we can provide you with any additional assistance in this matter, please feel free to call me.

Sincerely,

Robert W. Toone, Jr.
City Administrator

RWT:RDC:bl
wp284

cc: City Council

City of Lancaster
44933 North Fern Avenue
Lancaster, California 93534-2461
805-723-6000

February 14, 1994

Arnie Rudnick
Mayor
Frank C. Roberts
Vice Mayor
Rex Henry W. Parris
Councilman
George Lee Rice
Councilman
George Runner
Councilman
James C. Gilley
City Manager

Dr. Allan W. Kurki
Superintendent/President
Antelope Valley College
3041 West Avenue K
Lancaster, CA 93536-5426

Dear Dr. Kurki:

The City of Lancaster is pleased to be able to support the establishment of a second campus for the Antelope Valley Community College. With the extensive population increase that the entire Antelope Valley has sustained over the last 15 years, a second campus located in the southern portion of the Valley will dramatically reduce the current overcrowding. Secondary education is becoming increasingly important in our society, and making that education accessible to everyone is a responsibility that we have an obligation to provide. Adding a second campus will certainly help fulfill that obligation.

Sincerely,

JAMES C. GILLEY
City Manager

mr

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LANCASTER • SCHOOL • DISTRICT • LAN
Educating Since 1885

Lancaster School District

44711 NORTH CEDAR AVENUE LANCASTER CA 93534-3210
805: 948-4661
FAX: 805: 948-9398

DAVID ALVAREZ
SUPERINTENDENT

February 18, 1994

BOARD OF TRUSTEES
JAMES T. JEFFRA
GREG TEPE
ANDREW D. VISOKE
MELINDA A. WHITE
RICHARD T. WHITE

Dr. Allan W. Kurki, President
Antelope Valley College
3041 West Avenue K
Lancaster, California 93536-5426

Dear Dr. Kurki:

I am writing to convey my ardent support for a second campus for the Community College. As an educator in the K-12 system, I am aware of the facility shortage we all face. The donation of 100 acres of land to the College is a tremendous gift.

I must emphasize that the shortage of classroom space, the lack of funds for new facilities and the overcrowding of the current Antelope Valley campus, are significant obstacles in the quest for higher education of Lancaster students. A second site would provide opportunities for the expansion of current programs and allow for the addition of new courses.

The expansion of the College to include a second site would benefit the community significantly in the area of employment and provide our students with additional educational opportunities.

Please continue to inform me of the progress in the approval process. I feel confident that the California Postsecondary Commission will find the needs for this site worthy of their consideration.

Sincerely,

David Alvarez
Superintendent

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ANTELOPE VALLEY UNION HIGH SCHOOL DISTRICT

BOARD OF TRUSTEES
WILDA N. ANDREJCIK
STEVE LANDAKER
[illegible] A. PRICER
SOPHIA WAUGH
CHARLES L. WHITESIDE

44811 SIERRA HIGHWAY, LANCASTER, CALIFORNIA 93534-3226
(805) 948-7655

ADMINISTRATION
DR. ROBERT GIROLA
DISTRICT SUPERINTENDE
RAYMOND J. MOR
ASSISTANT SUPERINTEND
EDUCATIONAL SERVICE
(VACANT)
ASSISTANT SUPERINTEND
PERSONNEL SERVICES
CON OAMEK
ASSISTANT SUPERINTEND
BUSINESS SERVICES

February 9, 1994

Dr. Allan W. Kurki, Superintendent
Antelope Valley College
3041 W. Avenue K
Lancaster, CA 93536-5426

Dear Dr. Kurki:

We are pleased to learn that the Antelope Valley College has received a donation of a 100-acre site for a second campus location on 47th Street East, Palmdale.

It has long been a community opinion, and ours, that a second campus is sorely needed in this area. The Antelope Valley Union High School District is continually dealing with an increasing student population and trying to determine how to house and provide a quality education for those students. This only strengthens our belief that a second college campus will be necessary to accommodate those students as they look to their community for the opportunity of a higher level of education. This will be especially true as the cost of attending college away from home escalates.

In addition, many older members of the community are finding themselves in a position of having to hone skills or seek new career paths. Unfortunately they are finding that many classes are either full or not available.

We hope there is no delay in the approval for a second campus and if there is anything we can do to help speed that process, please do not hesitate to let us know.

Sincerely,

Robert Girolamo
Superintendent

v

ANTELOPE VALLEY HIGH SCHOOL • DESERT WINDS HIGH SCHOOL • HIGHLAND HIGH SCHOOL • LITTLEROCK HIGH SCHOOL
PALMDALE HIGH SCHOOL • QUARTZ HILL HIGH SCHOOL • ANTELOPE VALLEY ADULT SCHOOL

94 C.A

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Palmdale School District

ROY R. MARYOTT EDUCATION CENTER
39139-49 NORTH TENTH STREET EAST
PALMDALE, CALIFORNIA 93550
PHONE (805) 947-7191
FAX (805) 272-0515

February 10, 1994

Dr. Alan Kurki, Superintendent/President
Antelope Valley College
3041 West Avenue K
Lancaster, California 93536-5426

Dear Dr. Kurki:

Through programs provided to students and staff, the Palmdale School District has enjoyed a very positive relationship with the Antelope Valley College.

The tremendous residential growth experienced in the area has had a terrific impact upon the college and the need to establish a second campus is apparent.

I understand that a 100-acre site has been donated for a second campus location. I enthusiastically support the establishment of this second campus here in the south end of the Valley.

Sincerely,

Nancy K. Smith
District Superintendent

NKS/ms

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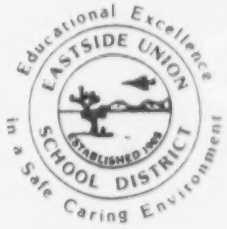
Charles L. Gastineau
Superintendent



Board of Education

Mrs. Martha D. Johnson, *President*
Ms. Debra A. Branch, *Vice President*
Mrs. Ida E. Ward, *Clerk*
Mr. Larry D. Lake, *Member*
Mr. Willard L. Ritchie, *Member*

February 16, 1994

Dr. Alan W. Kurki
President
Antelope Valley College
3041 West Avenue K
Lancaster, California 93536

Dear Dr. Kurki,

The Eastside Union School District Board of Trustees and administration communicates via this letter their strongest endorsement of the efforts of the Antelope Valley College to establish a second campus near Barrel Springs Road and 47th Street East.

The Eastside Union School District, located in the eastern part of the Antelope Valley, recognizes the significant contribution the Antelope Valley College makes to the entire community. Based on the outstanding educational programs provided by the College, it is certainly appropriate and necessary that expansion of opportunities be provided to the constituents in the southern and eastern parts of the Antelope Valley.

The Board of Trustees, administration and staff of the Antelope Valley College have developed an excellent educationally sound program. It is without reservation that the Board of Trustees of the Eastside Union School District supports the Antelope Valley College in seeking to expand to another location.

Sincerely,

Charles L. Gastineau

CHARLES L. GASTINEAU
Superintendent/
Secretary to the Board

CLG:km

6742 East Avenue H • Lancaster, California 93535 • District Office: (805) 946-2813

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Lockheed
Advanced Development Company
A Division of Lockheed Corporation
1011 Lockheed Way
Palmdale, California 93599-7289 • Telephone (805) 572-5025

Sherman N. Mullin
President

February 15, 1994

Dr. Allan W. Kurki
Superintendent/President
Antelope Valley College
3041 W. Avenue K
Lancaster, CA 93536-5426

Dear Dr. Kurki:

We are extremely pleased that you are planning to open a second campus on 47th Street East, south of Barrel Springs Road. As you know, Antelope Valley College has been and will continue to be of great value and importance to Lockheed in the Antelope Valley.

As planned, we will complete the permanent shut down of our Burbank plant in June, 1994. At that time we will have over 4000 employees in Palmdale and we plan to continue at that employment level over the next several years. Antelope Valley College will continue to support Lockheed in two important ways: as a source of new employees and as a major participant in the continuing education of our employees. Our current work force retirements at a rate of 200-300 employees per year will continue, and new employees will be recruited. Participation by our employees in continuing education will continue at a substantial level.

With our permanent move from Burbank to Palmdale clocking down to completion in June, 1994, there is a large, continuous stream of employee family moves to the Antelope Valley and we expect the number of employee children enrolled in Antelope Valley College to steadily increase over the next several years.

In summary, we are in the Antelope Valley to stay and we believe that the growth of the Antelope Valley College is very important to our organizational health and business success in the years ahead. I believe that the establishment of a second campus has great and enduring merit and I strongly recommend orderly and rapid implementation of the second campus. It is a key element of maintaining an enduring healthy economy in this valley.

Sincerely,

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INTER-CITY INSURANCE AGENCY, INC.
3166 East Palmdale Boulevard, Suite 110
Palmdale, California 93550
(805) 272-0094 Fax (805) 272-0437
1-800-540-1333

Dr. Allan W. Kurki
Superintendent/President
Antelope Valley College
3041 West Avenue K
Lancaster, CA 93536-5426

Dear Dr. Kurki:

You might know I am very pleased with the prospect of having your second campus located in Palmdale. Everywhere I go in Palmdale, I hear people talking about having the new campus here where it is sorely needed. As a Director of the Palmdale Chamber of Commerce, with the Education Portfolio, it is going to be my job to work with you, and to help in Palmdale.

As a former Community College Board member, 24 years with North Orange County, I know the pressure you have felt. You need a campus. Also, having served as a Commissioner on the State Commission for Review of the Master Plan for Higher Education, I am well aware of the prerequisites for a new campus. Your donated 100 acres site is perfect. The price is right; the distance from the current campus is right; the access is right; and the people of Palmdale certainly support the need.

If I may do anything to help please let me know. I have arranged for a presentation by your staff to the Palmdale Chamber, in April at their monthly luncheon. I do hope the State will expedite your approval.

Very truly yours,

Felix S. LeMarinel

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February 16, 1994

Dr. Allan W. Kurki
President
ANTELOPE VALLEY COLLEGE
3041 West Avenue K
Lancaster, CA 93536

Dear Dr. Kurki:

On behalf of the 1,010 member businesses of the Lancaster Chamber of Commerce and it's Board of Directors, we want to officially support the establishment of a second campus in the Antelope Valley.

While we certainly acknowledge the generally recognized educational contributions the College has made to the community since its establishment in 1929, we want to recognize the Antelope Valley College as the most important partner we have for economic development - a need that is more important than ever with the changing, culturally diverse demographics of the Valley, the tremendous retraining that must take place for our laid-off aerospace workers, and the cooperative education needed to teach our younger students good work habits and attitudes.

The College has always offered expanded educational services beyond the campus, contracting with many business and/or governmental agencies to deliver comprehensive training programs, seminars, and job analysis services and these same needs grow even greater with the challenges of tomorrow.

Our needs have already outgrown our existing campus. We welcome the opportunity to support you in whatever way we can to bring this second campus to the Antelope Valley.

Sincerely,

Carol Fryer

Carol Fryer
President

/mab

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CALIFORNIA STATE UNIVERSITY
NORTHRIDGE

Office of the President

August 1, 1994

Dr. Allan W. Kurki
Superintendent/President
Antelope Valley College
3041 West Avenue K
Lancaster, CA 93536-5426

Dear Dr. Kurki:

I am pleased to support the Antelope Valley Community College District's proposal to build a new community college in Palmdale to accommodate the projected rapid growth of this service area.

As the president of a university which accepts a growing number of transfer students from the Antelope Valley, I welcome the development of this campus, particularly given the increased necessity for a better educated and skilled work force in California and the growing importance of our community colleges in preparing students for baccalaureate institutions. The approval of your proposal by the Board of Governors underscores the need for a second community college in one of the fastest growing community college districts in California.

I applaud your efforts to anticipate the future needs of your community through the development of this new campus. In view of the fine academic reputation of your Lancaster campus, I'm confident that the district has the talent and creativity to build another institution to serve the needs of California and the Antelope Valley community.

We look forward to strengthening the relationships between Cal State Northridge and the campuses of the Antelope Valley Community College District.

Sincerely,

Blenda J. Wilson

Blenda J. Wilson
President

BJW/rr

California State University, Northridge | 18111 Nordhoff Street | Northridge, California 91330-8230
(818) 885-2121 | FAX (818) 885-2254 | Internet bwilson@admin.csun.edu

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CALIFORNIA POSTSECONDARY EDUCATION COMMISSION

THE California Postsecondary Education Commission is a citizen board established in 1974 by the Legislature and Governor to coordinate the efforts of California's colleges and universities and to provide independent, non-partisan policy analysis and recommendations to the Governor and Legislature.

Members of the Commission

The Commission consists of 17 members. Nine represent the general public, with three each appointed for six-year terms by the Governor, the Senate Rules Committee, and the Speaker of the Assembly. Six others represent the major segments of postsecondary education in California. Two student members are appointed by the Governor.

As of February 1995, the Commissioners representing the general public are:

Henry Der, San Francisco; *Chair*
C. Thomas Dean, Long Beach
Elaine Alquist, Santa Clara
Mim Andelson, Los Angeles
Jeffrey I. Marston, San Diego
Guillermo Rodriguez, Jr., San Francisco; *Vice Chair*
Melinda G. Wilson, Torrance
Linda J. Wong, Los Angeles
Ellen F. Wright, Saratoga

Representatives of the segments are:

Roy T. Brophy, Fair Oaks; appointed by the Regents of the University of California;

Yvonne W. Larsen, San Diego; appointed by the California State Board of Education;

Alice Petrossian, Glendale; appointed by the Board of Governors of the California Community Colleges;

Ted J. Saenger, San Francisco; appointed by the Trustees of the California State University; and

Kyhl Smeby, Pasadena; appointed by the Governor to represent California's independent colleges and universities; and

vacant, representing the Council for Private Postsecondary and Vocational Education.

The two student representatives are:

Stephen Lesher, Meadow Vista
Beverly A. Sandeen, Costa Mesa

Functions of the Commission

The Commission is charged by the Legislature and Governor to "assure the effective utilization of public postsecondary education resources, thereby eliminating waste and unnecessary duplication, and to promote diversity, innovation, and responsiveness to student and societal needs."

To this end, the Commission conducts independent reviews of matters affecting the 2,600 institutions of postsecondary education in California, including community colleges, four-year colleges, universities, and professional and occupational schools.

As an advisory body to the Legislature and Governor, the Commission does not govern or administer any institutions, nor does it approve, authorize, or accredit any of them. Instead, it performs its specific duties of planning, evaluation, and coordination by cooperating with other State agencies and non-governmental groups that perform those other governing, administrative, and assessment functions.

Operation of the Commission

The Commission holds regular meetings throughout the year at which it debates and takes action on staff studies and takes positions on proposed legislation affecting education beyond the high school in California. By law, its meetings are open to the public. Requests to speak at a meeting may be made by writing the Commission in advance or by submitting a request before the start of the meeting.

The Commission's day-to-day work is carried out by its staff in Sacramento, under the guidance of its executive director, Warren H. Isey Fox, Ph.D., who is appointed by the Commission.

Further information about the Commission and its publications may be obtained from the Commission offices at 1303 J Street, Suite 500, Sacramento, California 98514-2938; telephone (916) 445-7933 or Calnet 485-7933; FAX (916) 327-4417.

PROPOSED CONSTRUCTION OF THE PALMDALE CENTER OF THE ANTELOPE VALLEY COMMUNITY COLLEGE DISTRICT

Commission Report 94-18

ONE of a series of reports published by the California Postsecondary Education Commission as part of its planning and coordinating responsibilities. Single copies may be obtained without charge from the Commission at 1303 J Street, Suite 500, Sacramento, California 95814-2938. Recent reports include:

94-6 *Progress on College and University Assessments of Campus Climate: A Staff Report to the California Postsecondary Education Commission* (April 1994)

94-7 *Will the "Three Strikes" of (1) Escalating Prison Costs, (2) An Inflexible State Budget, and (3) Frozen State Revenues Strike Down Your Children's College Chances? A Message to Every Californian from Warren Halsey Fox,* Executive Director, *California Postsecondary Education Commission* (April 1994)

94-8 *Breaking Camp -- Building a Campus: The Commission's Analysis of the Proposal to Create California State University, Monterey Bay, at Fort Ord* (June 1994)

94-9 *Professional Degree Program Fees: A Report of the California Postsecondary Education Commission* (June 1994)

94-10 *California's Associate Degree Programs for Preparing Licensed Teacher Assistants: A Report to the Legislature in Response to Senate Bill 156 (Chapter 1345, Statutes of 1989)* (June 1994)

94-11 *The Role of the Commission in Achieving Educational Equity: A Declaration of Policy* [Original version published in December 1988 as Commission Report 88-42] (June 1994)

94-12 *Appropriations in the 1994-95 State Budget for Postsecondary Education: A Staff Report to the California Postsecondary Education Commission* (August 1994)

94-13 *Faculty Salaries in California's Community Colleges, 1993-94: A Report to the Legislature and Governor in Response to Supplemental Language for the 1979 Budget Act* (August 1994)

94-14 *Executive Compensation in California Public Higher Education, 1993-94: The Second in a Series of Annual Reports to the Governor and Legislature in Response to the 1992 Budget Act* (August 1994)

94-15 *Comments at Public Forums Regarding the Commission's State Postsecondary Review Entity (SPRE) Program and Its Draft Standards, with Staff Responses: A Staff Report to the Commission's Ad Hoc Committee on Federal Programs* (October 1994)

94-16 *State Postsecondary Review Entity (SPRE) Standards, as Submitted to the Office of Administrative Law and the United States Secretary of Education* (October 1994)

94-17 *Fiscal Profiles, 1994: The Fourth in a Series of Factbooks About the Financing of California Higher Education* (Ocober 1994)

94-18 *Proposed Construction of the Palmdale Center of the Antelope Valley Community College District: A Report to the Governor and Legislature in Response to a Request from the Board of Governors of the California Community Colleges* (October 1994)

PROPOSED CONSTRUCTION OF THE PALMDALE CENTER OF THE ANTELOPE VALLEY COMMUNITY COLLEGE DISTRICT • Commission Report 94-18